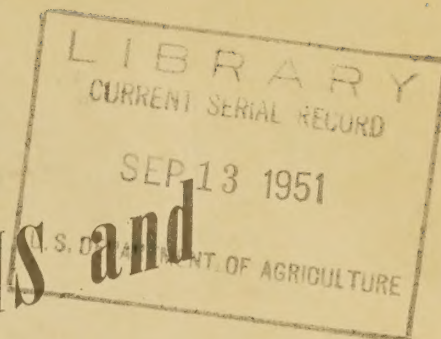


Reserve
1.913
C3Ed8

EDUCATIONAL WORK on

PUBLIC POLICY PROBLEMS and

THEIR RELATIONSHIP TO AGRICULTURE.



**Report of Conference
June 20-24, 1949,
Washington, D. C.**

**UNITED STATES DEPARTMENT OF AGRICULTURE
Extension Service**

July 1949

691(7-49)

CONTENTS OF REPORT

| | <u>Page</u> |
|--|-------------|
| Purpose of conference | 1 |
| Arrangements for the conference | 2 |
| Representatives attending conference | 3 |
| Program for the conference | 4 |
| Need for educational work on public policy problems | 8 |
| Summaries of State activities with personal appraisals of the work being done | 11 |
| Characteristics of extension work in the field of public policy | 50 |
| Educational work on public policies related to marketing | 56 |
| Suggestions of the conference on further development of the work | 59 |
| Bibliography of selected State materials | 67 |

UNITED STATES
DEPARTMENT OF AGRICULTURE
LIBRARY



Reserve
BOOK NUMBER

1.913
C3Ed8

~~126712~~

710
EDUCATIONAL WORK ON PUBLIC POLICY PROBLEMS
AND THEIR RELATIONSHIP TO AGRICULTURE

Report of Conference
June 20-24, 1949
U.S.D.A. - Washington, D. C.

PURPOSE OF CONFERENCE

Educational work on public policy problems and their relationship to agriculture has been a part of extension work for many years. Such problems, however, have become more numerous in recent years, more controversial, and more complicated. The implications of many of these problems to farm people have assumed increasing importance.

A number of States have made a real start toward placing greater emphasis on educational work concerning public problems. Questions are now being raised as to the most desirable procedures to follow, the most effective methods to use, and the results being obtained.

In order to consider these matters thoroughly without further delay, this conference was called. It brought together a few of those who have had recent State experience in conducting educational work on public policy issues and others who could assist them from the standpoint of educational techniques, political science, and related fields.

Specifically, the purpose of the conference was to review what is being done, consider problems that are being encountered, and work together on suggestions that would be helpful in a further development of the work.

SEP - 8 1949
Prepared by Farm Management and General Economics Section,
Division of Agricultural Economics, Extension Service, U.S.D.A.

ARRANGEMENTS FOR CONFERENCE

On May 20, 1949, the following memorandum was sent by Director M. L. Wilson to each member of a planning committee, and to the chief of each division in the Federal Extension Service:

"Arrangements have been made for a small conference of State workers in Washington, D. C., June 20 to 24, to consider methods of doing educational work in agricultural policy and public problems. As most of the issues in connection with public policy problems fall in the economics and the social science fields, I have asked the Division of Agricultural Economics to assume leadership in setting up the conference. This is a type of educational work, however, that needs the support and cooperation of all extension workers.

Consequently, I would like to have the following persons serve on a committee to develop the agenda for this conference and to assist in conducting the sessions during the week of June 20:

| | |
|-------------------------|--|
| L. M. Vaughan, Chairman | ... Agricultural economics |
| P. V. Kepner | Assistant to the Director |
| Karl Knaus | Field Coordination - Agriculture |
| Florence Hall | Field Coordination - Home Economics |
| E. W. Aiton | Field Coordination - 4-H Club work |
| Gladys Gallup | Field Studies and Training |
| K. F. Warner | Subject Matter |
| Lester Schlup | Information" |

REPRESENTATIVES ATTENDING CONFERENCE

State Extension Services

| | | | |
|----------------------|---------------|----------------------|---------------|
| George Alcorn | California | J. E. Crosby, Jr. .. | Missouri |
| H. C. M. Case | Illinois | Frank V. Beck | New Jersey |
| J. Carroll Bottum .. | Indiana | Gerald Huffman | Ohio |
| Carl C. Malone | Iowa | J. P. Schmidt | Ohio |
| Paul W. Griffith ... | Kansas | J. H. McLeod | Tennessee |
| George W. Westcott . | Massachusetts | Tyrus R. Timm | Texas |
| Arthur B. Hamilton . | Maryland | Arthur J. Cagle | Washington |
| Arthur Mauch | Michigan | Gertrude Humphreys . | West Virginia |
| D. C. Dvoracek | Minnesota | Asher Hobson | Wisconsin |

Consultants

| | |
|-------------------------|-------------------------|
| John D. Black | Harvard University |
| Charles M. Hardin | University of Chicago |
| O. B. Jesness | University of Minnesota |
| Frank Peck | Farm Foundation |
| Per G. Stensland | Kansas State College |
| Carl Tjerandson | Kansas State College |

Bureau of Agricultural Economics

| | |
|-------------|-----------------|
| O. V. Wells | J. F. Thackrey |
| O. C. Stine | Robert C. Tetro |

Federal Extension Service

| | |
|------------------|-------------------|
| M. L. Wilson | H. M. Dixon |
| Florence Hall | Elin Anderson |
| R. J. Haskell | Loa Davis |
| P. V. Kepner | Z. L. Galloway |
| Karl Knaus | Virgil Gilman |
| L. A. Schlup | E. J. Niederfrank |
| H. H. Williamson | Luke M. Schruben |
| M. C. Wilson | L. M. Vaughan |

PROGRAM FOR THE CONFERENCE

MONDAY

Room 5042 - South Building

Chairman, L. M. Vaughan

9:30 Opening remarks and review of responsibility
for public policy work M. L. Wilson

Discussion of State Experiences

What is being done, characteristic problems, and practical
difficulties in regard to:

10:00 Conducting discussions and study groups

Minnesota experience Dan Dvoracek, Minnesota
Other State experiences led by .. H. C. M. Case, Illinois

11:00 Preparation of materials for others to use

Michigan experience Arthur Mauch, Michigan
Other State experiences led by .. A. B. Hamilton, Maryland

12:00 Adjournment.

2:00 Training of agents and farm loaders

Iowa experience Carl Malone, Iowa
Other State experiences led by .. Tyrus R. Timm, Texas

3:00 Presentations at public meetings

Indiana experience Carroll Bottum, Indiana
Other State experiences led by .. George Alcorn, California

4:00 Observations and further
discussion led by Asher Hobson, Wisconsin

4:30 Adjournment.

TUESDAY MORNING

Room 5042 - South Building

Chairman, P. V. Kepner

Characteristics of Educational Work in
the Field of Public Policy

- 9:30 Seminar type of discussion
led by C. M. Hardin
University of Chicago
- 10:30 Recess
- 10:45 Panel discussion by O. B. Jesness
University of Minnesota
John D. Black
Harvard University
Oris V. Wells
Bureau of Agricultural
Economics
- 12:00 Luncheon - Room 6962 - South Building
- Speaker Charles F. Brannan
Secretary of Agriculture

TUESDAY AFTERNOON

Room 5042 - South Building

Chairman, Karl Knaus

Educational Techniques that Apply in the
Field of Public Policy

- 2:00 Some new approaches to
consider Per Stensland
Institute of Citizenship
Kansas State College
- 2:45 Remarks and further
discussion led by Frank W. Peck
Farm Foundation
- 3:15 Recess
- 3:30 Trends and patterns in
discussion techniques J. P. Schmidt, Ohio
- 4:00 Remarks and further
discussion by Gertrude Humphreys
West Virginia
J. H. McLeod
Tennessee
- 4:30 Adjournment.

WEDNESDAY

Room 5042 - South Building

Chairman, Luke M. Schruben

9:30 Explanation of working group assignments

10:00 Separate meetings of working groups

Group I - Scope and Objectives . Chairman, J. E. Crosby, Jr.
Room 5042 Secretary, George Westcott

Group II - Educational Methods .. Chairman, Paul Griffith
Room 5065 Secretary, Arthur Cagle

Group III - Source Materials Chairman, Frank Beck
Room 5019 Secretary, Arthur Mauch

4:00 Short meeting of all working groups - Room 5042 South Building

4:30 Adjournment

NOTE: Evening sessions of working groups may be arranged
by group chairman.

THURSDAY

Continuation of "working group" sessions and preparation of
report.

- - - - -

Room 5042 - South Building

Chairman, Luke M. Schruben

Discussion of Group Reports

10:45 Group I - Scope and Objectives

12:00 Adjournment

2:00 Group II - Educational Methods

3:00 Recess

3:15 Group III - Source Materials

4:15 General discussion of conference report

4:30 Adjournment.

FRIDAY MORNING

Room 5042 - South Building

Chairman, M. L. Wilson

9:30 Plans for developing additional
educational material on inter-
national trade and its signifi-
cance to agriculture Fred J. Rossiter, Office
of Foreign Agricultural
Relations
O. C. Stine, Bureau of
Agricultural Economics

10:00 Educational work on public
policies related to
marketing E. A. Meyer, Research and
Marketing Act

10:30 Recess

10:45 Conference with representatives of the farm organizations
National Grange
American Farm Bureau Federation
Farmers Educational and Cooperative Union of America
National Council of Farmer Cooperatives

12:00 Adjournment.

FRIDAY AFTERNOON

Room 5042 - South Building

Chairman, H. M. Dixon

2:00 Informal discussion by State representatives with the Bureau
of Agricultural Economics and the Federal Extension Service
in regard to further cooperation in the development of
public policy work.

EXHIBIT

Room 6415 has been set aside for a display of educational
materials prepared by the States and some source materials
prepared by national agencies.

NEED FOR EDUCATIONAL WORK ON PUBLIC POLICY PROBLEMS

Excerpts from Opening Remarks

by M. L. Wilson
Director of Extension Work

Leadership in public policy rests largely with extension economists. Their interest in and understanding of the field of agricultural policy has developed gradually over a period of years, not unlike the growth in other fields of agriculture. The Land-Grant College report of 1945 on Postwar Agricultural Policy carried a statement on responsibility of extension work in this field. Since then there have been two other things consistent with that idea:

1. Development of a long-range agricultural policy statement in the Department of Agriculture presented to Congress by the Secretary of Agriculture. This was a statement prepared by technicians in the Department of Agriculture. The Secretary did not regard it as a policy document, or one that a secretary of agriculture would prepare. The point he tried to make was that it was a departmental document rather than one of the secretary himself. There were implications in that statement that extension would take leadership in this field of educational work.
2. The Joint Committee Report on Extension Programs, Policies, and Goals a year ago pointed out the same thing, and prior to that report a committee in the Federal office of the Extension Service dealing with goals and objectives, which Mr. Kepner was chairman of, emphasized the field of public policy as one of the major fields of activity of the Extension Service at the present time.

We, therefore, are definitely committed to very active work in this field and I feel that we have not done as much in this field and are not now doing as much as the field justifies. Few people have been trained to serve as extension specialists in the field of agricultural policy. Many men can acquire ability to serve if they are given the responsibility and supplied with necessary information.

I feel the public policy field is probably much more difficult than other fields and requires a great deal of skill and judgment both in subject matter and relationships related to public policy. Many States have done a good job. There has been much advance in this field of educational work. Your discussions this week will deal with such experiences.

The group here today is the group that has been most successful in such educational work and I hope suggestions and ideas will come that will be profitable to us and to the extension people in the States.

Selected Statements on the Need for Educational Work

During the past decade or so many people have given much careful thought to the problem of educational work in agricultural policy. One important group was the committee of the Land-Grant College Association on "Postwar Agricultural Policy." In the introduction to its report issued in October 1944 this committee stated that:

"..... we have strong faith in the willingness and desire of most citizens to face problems in a broad and realistic manner. We, therefore, ask that as this report is studied, the limitations as well as advantages of alternatives be carefully weighed.

"It is not the function of this Committee, or of any other similar group, to determine what agricultural policies shall be adopted. That is the responsibility of the Nation's citizens. Our task is to supply the essential facts affecting farm policy, and to make recommendations on the basis of careful analysis of such facts. It is our hope that men and women on the farms and in the cities will consider these matters carefully, allowing no preconceived loyalties or animosities to becloud the issues, and strive to reach decisions which will cause Americans 10, 20 and 50 years hence to say they reasoned well and acted wisely."

Later in the same report in the chapter on "Agriculture and the National Welfare," the committee observed that:

"On the role of Government it is important that we free ourselves from all-or-nothing thinking. Completely free enterprise or State socialism is not our only alternatives. We need more calm deliberation of broad objectives and less blind reaction against change. There is no magic in any system, in any form of control or lack of it; all are amenable to human ingenuity, subject to human frailties, and in need of constant scrutiny. Experimentation, modification, and orderly evolution are necessary for progress. This necessitates looking to the future and discovering new solutions that fit the changed conditions. Progress lies in wise adaptation. The right mixture of freedom and control is needed."

In their last chapter on the "Role of Farm People in Policy-Making," the Land-Grant College Committee stated that:

"One of the most urgent needs of agriculture is a means of assuring that the programs and policies adopted actually are those which reflect the needs and wishes of local people. we need, first of all, programs designed to fit States and counties. If the most feasible solutions call for action cross-

ing State lines, then so far as possible they should represent a synthesis of State and local programs, the reverse of planning nationally and making adjustments locally."

Another group that gave considerable thought to educational work in agricultural policy was the joint committee on extension programs, policies and goals, representing the United States Department of Agriculture and the Association of Land-Grant Colleges and Universities. In their report of August 1948, in the chapter on "Objectives and Scope," they had this to say:

"Extension's job is not only growing vertically, in the number of people served; it is also growing horizontally, in the breadth of subject matter covered.

"There is always a danger, in speaking of new problems which need attention, that the statement will be taken as a suggestion that old problems should be slighted. Quite the reverse is intended here. As has been said, the immediate problems of the farm, the home, and rural youth - including production of the necessities of life for all without destroying the basis of the Nation's food supply - should continue to constitute the basic core of extension work. That work needs to be continued with increasing vigor and effectiveness.

"Nevertheless, more and more, public appreciation is developing of the interlocking interests of all groups of society in connection with many problems of fundamental significance to all. Most of these problems are not amenable to solution by individuals acting solely in their own behalf. They must be approached through group action. They vary all the way from problems of local concern impeding the development of desirable community institutions and the most satisfying community life, to problems which are of major international concern.

"On the community or county basis, the need for improved local health services, public school facilities, land use controls in some areas, and similar matters are typical of such problems. On the broader front are such questions as the most appropriate long-time program for agriculture, tax policies and public indebtedness in relation to national welfare, the proper role of this country in helping to maintain international stability and world peace, and many others.

"..... Extension has a responsibility to render educational assistance in connection with such problems. This assistance should be rendered on the basis of presenting facts and alternative procedures fairly in the educational spirit of helpfulness. The course of action to be taken should be left with the individuals and groups, who will weigh the facts and possible alternative procedures and make decisions in the light of their own interests and in reference to the interests of their fellows."

SUMMARY OF STATE ACTIVITIES WITH PERSONAL APPRAISALS OF THE WORK BEING DONE

The following statements and outlines of State extension activities in the field of public problems were prepared for exchange among those attending the conference. They are reproduced here for the benefit of others. You will find in them a quick review and appraisal of the work being done in 14 States.

These reports obviously do not give a complete summary of the work from a national standpoint. They should be considered as examples only - as to what is being done, how it is being done, and how those responsible for this work feel about it.

California

submitted by George Alcorn

The Land-Grant College Committee report on "Postwar Agricultural Policy" was widely distributed by all county agents. A number of them discussed the salient features of that report with farm groups. The follow-ups of that report were handled in like manner.

The report, "Suggested Agricultural Policies for California," by the California State Board of Agriculture et al. was likewise distributed in large volumes by county agents to practically all agricultural leaders in their counties. This report is (now 2 years old) still being picked up by farmers visiting county agent offices. Questions and answers to stimulate discussion on these problems were prepared for the Farm Bureaus.

The Agricultural Experiment Station Bulletin, "Booms, Depressions, and the Farmer," was likewise made available to most agricultural leaders and farmers.

Considerable material was prepared or secured by specialists for the information and use of the county agents. Generally speaking, practically all phases of agricultural policy problems are included in the above.

Procedure

Many meetings have been held by the specialists to discuss public policy programs with small groups of county agents. These include the E.C.A. program, foreign trade agreements, price supports, the Brannan program, etc. Meetings with civic and farm groups likewise have been attended by specialists and agents. However, in practically all cases these subjects have only been discussed with the public, the farm organizations, and others at their invitation. No campaign or program of spread of influence through leader training has been done in an attempt to sell a program. Discussing these subjects on invitation, of course, presents a much more receptive audience. Many public and agricultural policies are, however, pro-

sent by agents and specialists through various media in connection with or as part of other subject matter.

Specialists attempt to keep all extension personnel informed on current problems. Agents in turn have used that information in their counties to the best of their judgment. The Land-Grant College report on "Postwar Agricultural Policy" was as mentioned above, widely disseminated and discussed in the winter of 1944-45. The report of the California State Board of Agriculture et al. on "Suggested Agricultural Policies for California" was an attempt to activate the Land Grant report on the State level. This was disseminated in 1947-48.

Appraisal of experiences

The very fine report on "Suggested Agricultural Policies for California," which is the State adaptation of the Land-Grant College "Postwar Agricultural Policy" report, did not obtain the degree of interest contemplated for it in the foreword. In an attempt to activate discussion among Farm Bureau centers, "Questions and Answers" were prepared to stimulate discussion. It must be admitted, however, that neither Farm Bureaus nor county agents have been able to obtain interest in these matters unless they are of immediate concern. They appear too academic for farm group discussion, unless there is some immediate personal interest involved.

For example, the determination of parity was something no one bothered much about until price ceilings and floors were tied to parity. Compensatory payments in the "abstract" land-grant report did not create nearly as much interest as they did in the Brannan proposal. This observation on human reaction is not limited to public and agricultural policies, but to most everything else. Attention is aroused in groups only in the degree that personal interests are affected.

Obviously the dissemination of all information on such highly involved and controversial subjects as some public and agricultural policies cannot be expected to be done through county agents who are themselves fully occupied in the dissemination of cultural information, in which fields they are trained.

A second point is that the "passing on" of information even though relatively simple cannot be passed on undamaged unless the person passing it on is thoroughly familiar with it. Years ago the specialists in California prepared some 20 economic lessons - simple in content and covering, if possible, only one phase of economic activity - to be used by county agents for presentation to local groups. The results in some cases were satisfactory; in other cases results were not good for various reasons - lack of preparation in some cases, in other cases an impossibility for persons to convey other persons' thoughts unless they can assimilate them and rearrange them in their own order of thinking.

Illinois

submitted by H. C. M. Case

Prior to the war a series of discussion groups organized by the Farm Advisers and requiring registration for attendance were carried out. A group was carried through a series of three or four weekly or bi-monthly discussion meetings. Booklets prepared by the extension staff served as source material.

During the war period no organized courses were held. Various members of the extension and resident staff have held meetings and prepared news releases and radio programs.

More specifically during the past year, the work pertaining to policy problems has included county-wide meetings, meetings of cooperative groups, county leader meetings, farmer-service club meetings, radio broadcasts, articles for county extension, periodical and newspaper publication, and economic newsletters. Large groups were handled in lecture-and-question sessions, and smaller groups on a discussion basis that developed free discussion. Meetings have been conducted in approximately 50 counties. Farm Advisers have had policy discussions on two occasions in the past year to assist them in handling local discussions. The difficulty during the past year has been to meet the demand for assistance.

The press and radio have helped reach larger numbers of people. Aside from county extension publications, the newspapers and periodicals have used material furnished. For example, the Great Lakes Banker used a series of five articles under such titles as: "The Nation Must Plan for Tomorrow's Food," "Common Welfare Basis of Agricultural Policy," and "All People have a Stake in a Sound Agricultural Program." The topics indicate the thought that there is need of keeping the public sold on their own interest in agriculture.

The weekly economic letter has touched upon many points of policy and in addition to a growing circulation of about 11,000 it is quoted frequently in the press and county extension publications.

Indiana

submitted by J. Carroll Bottum

Since the formulation of the Land Use Planning Committees in Indiana in the 1930's, work in agricultural policy has been carried on by the Extension Service. This work has consisted largely of meetings dealing with local governmental problems such as zoning, schools, taxes and governmental expenditures, foreign trade, and agricultural programs involving price and income. This report is directed largely to the program in agricultural policy that is being carried on during the calendar year 1949.

During the latter part of 1948, schools in public policy were offered the various counties. Thirty-four counties out of the 92 requested

a public policy school. Because of limited personnel only 13 such schools were held during January, February and March of 1949. At these schools two subjects were presented, one dealing with the agricultural price income problem for agriculture and one dealing with State and local governmental expenditures. These meetings were arranged by the county agricultural agent. From 25 to 75 leaders in each county were invited. The average attendance was 50. The response and interest were good.

Five meetings were held with home economics club leaders on local governmental problems with special emphasis on schools. This information was then taken back by the local home economics club leaders to their local township clubs.

Ten meetings were held with local officials and leaders on county planning and zoning. Requests for such assistance is continually coming in from the counties.

Agricultural policy questions were presented before numerous groups at meetings held at the university, such as the Indiana Bankers Clinic, Co-op Managers Meetings and other similar groups. One article was prepared on the subject "High or Low Farm Price Supports" and printed in the State Economic and Marketing publication. This went to some 25,000 people.

In most meetings basic mimeographed data were presented dealing with the problems involved and the meetings were conducted on a discussional basis.

A course in agricultural policy was taught at the Purdue Fort Wayne Extension Center the winter and spring semester of 1949. There were 64 individuals who completed this course, composed of farmers, elevator operators, bankers, loan appraisers, county agents, vocational teachers, production credit association representatives and others. While this class was a part of the regular university teaching, it had an important value from the standpoint of extension education in public policy as the individuals attending the class came from a 10-county area. This class will likely be repeated in two or three other centers in the State.

On June 13, five county agents and four home demonstration agents were called into the university to meet with the members from the county agent leader's office and members of the Department of Agricultural Economics to consider what should be our program in public policy in Indiana. Many good points were developed at this conference and the general feeling of the county workers was that we should continue to expand our program in the public policy field. This was the opinion of both the county agricultural agents and the home demonstration agents. Plans for the balance of 1949 include:

The preparation of a series of leaflets each dealing with a public policy question of interest to farmers.

A series of district county agent training conferences at which one-half day will be devoted to public policy questions. This is to train extension personnel.

The devoting of one day at the annual extension workers conference to questions of public policy. Definite plans have already been made for this program which will occur in December.

Plans are being formulated for a stepped up number of public policy meetings with county groups beginning December 1, 1949. A limited number of policy meetings will also be held between now and then.

In all our work in agricultural policy the emphasis has been upon the facts dealing with the questions involved and the emphasis has been placed on various alternatives and where each policy leads. We very strongly believe that the meetings in agricultural policy should be kept small at the present stage where they may be kept on a discussional basis. As the general public comes to freely accept educational work in this area then they may be enlarged.

Some use has been made of the press and radio in connection with public policy in Indiana but it has been very limited. We do not think at this stage that this is the best way to handle the material. We feel that meetings are one of our most effective ways of extending public policy and that these meetings must be held by more experienced individuals than is required in most other areas of agricultural economics.

Iowa

submitted by Carl Malone

Educational work of this kind has a fairly long history. A good deal has been done by non-college groups. Some of the high-lights include:

Editorials on farm economic problems in Wallaces' Farmer, especially from about 1920 on.

A series of eight bulletins on the agricultural emergency in Iowa issued in 1933-34.

Major help was given by Extension to AAA and FSA programs in mid-thirties, mostly of explanatory nature.

Many other bulletins, leaflets and articles on economic problems and policy matters were issued following the "emergency" series. They include material on:

County agricultural planning (leaflet series) including 100 separate county leaflets on "Use Your Land but Keep It Too" with county data on proposed land use.

Many articles in the Iowa Farm Economist (later - Iowa Farm Science).

Popular bulletins on land, ownership, tenancy and similar problems.

Full use of the "Schools of Philosophy" sponsored by the U. S. Department of Agriculture. Many of these were held in Iowa.

Iowa State College has cooperated with the Des Moines Chamber of Commerce Agricultural Committee since 1937 in holding the annual National Farm Institute each February. A large number of leading farmers and others participate in this meeting.

Issuance in wartime of the Farm and Food Policy Series of pamphlets financed outside of ISC but written by staff members.

Development of the Farm Policy Forum - a quarterly magazine on policy issues. The editorial staff is furnished by Iowa State College, publication is private.

Research aid has been given to various groups. Research studies have been made for the Iowa and American Farm Bureau Federation. One is currently in process for the National Planning Association.

Staff members serve in certain advisory capacities to public and private groups on policy matters; U. S. Department of Agriculture, farm organization, and the like.

Postwar extension program

In the main, the program is carried out in four ways: (more details are given on the following pages)

Provides an organized staff and general leader training program on public problems.

Gives whatever aid is needed to the counties to help them carry out whatever public problems programs have been developed by the county program planning committee.

Carry out special programs on a State-wide basis.

Hold educational programs on policy for the Farm Business Association annual meetings, for county rural women's days, night school forums when requested.

Points on the Iowa approach

The Iowa staff feels that the following general sequence of education should be used:

The major public policy problems should be identified for the benefit of the extension staff and rural leaders. This is a two-way process. The ends which public policy attempt to serve should be identified by discussion early in the sequence. Discussions on ends should be arrived at through the democratic process. Therefore, this is a proper field for using the discussion method.

After ends are reasonably well clarified, the things that social science, especially economics, has to say about the analysis of alternate and useful means to attain these ends should be taught. This is essentially a matter of teaching by people trained in the social sciences, not a matter of discussion.

After the various possible means to attain specific ends are taught, then discussion can again logically take place as to the preferred choice of means.

Staff and general leader training

A State-wide program is carried out for staff members and general leaders. This covers practically all counties, reaches 800 to 1,000 people.

Groups of 40 to 70 people are brought together, usually from a four to six county area. Both men and women are included, often husbands and wives. Leaders with a high level of interest in public problems are sought. The meetings are held mostly in the late winter and spring.

County extension directors and home economists select the leaders and attend themselves. They get advice as to the kind of leaders to invite. Extension district supervisors are responsible for meeting plans, dates, and usually preside.

A dinner meeting is usually held.

A 2-hour lecture - discussion session follows.

There is little direct follow-up, except to provide a summary of the material. A few counties have elected to carry the subject back to local meetings. The main

effort is to train a corps of leaders who have considerable competency in economic principles and their application. They have many opportunities to use this basic training on committees, boards, and the like on which they serve.

The subject-matter discussion is, except for technical wording and details, approximately at the graduate college level. Interested farm people of good intellectual capacity but with only an eighth grade formal education have been able to participate quite well. They showed a grasp of the principles being taught.

Subjects used to date include:

1946 The economics of full employment

(Macro-economic analysis of the general causes of instability in the economy. Includes principles and illustrations.)

1947 The fundamental problems of farm income

(Economic effects of an unstable economy on agriculture; the low elasticity of demand for farm products; over-employment in agriculture and problem of immobility economic principles.)

1948 Appraisal of farm policy proposals

(Effects on farmers in general, certain farm producers, consumers and foreign trade. Analysis of price support program, forward pricing, income support plan of Norton-Working, subsidized consumption.)

1949 Can we have long-run prosperity?

(Reviewed 1946 topic and principles; four alternate proposals: the historic "muddling through" method, Friedman-Simons proposal; Hansen and the Keynesians; the "Bold New Program" of Reifler and others.)

Extension staff training

Periodically, the extension staff receives in-service training on public problem matters. These are carried out at some of the regular bi-monthly district training meetings. Topics of the last 2 years include: The Marshall Plan, The 1948 Agricultural Program, Income and Welfare Problems of Farmers, and the Brannan Plan.

Some counties elect to carry these further, but this is not a regular part of the program. The purpose is to help keep the field staff up to date on major public problem issues so they can be more effective as adult educational leaders in the counties. Both men and women are trained in all cases.

Aid to county programs

Many county programs include a public problems subject; sometimes in the general program, at other times in the family living program. Help is given in the appropriate way. Usually this is one or more of the following:

Preparation of usable teaching material and suggestions for its use.

Special training for the county worker or workers on the subject.

Sometimes the first meeting is held by the specialist where there is one to be held in each township.

Training of local leaders who will assist in carrying out the program.

Holding a county-wide or community-wide meeting on the subject.

Holding a meeting for some special group; night school, young married group, farmer-business men meeting or the like.

Some topics include:

World Standards of Living and How They Can be Raised.

International Organizations and Their Purpose.

Understanding Our Taxes.

Is International Trade A Good Thing?

Special programs on State-wide basis

1. Radio series on Marshall Plan during early 1948.- A roundtable of three was used each day:

Monday: Europe's Economic Dilemma.

Tuesday: Europe's Political Dilemma.

Wednesday: What Kind of Help Does Europe Want?

Thursday: Can the Job be Done?

Friday: What Course Shall America Choose?

Those participating included the Director of Research (a member of the Harriman Committee), the head of the History and Government Department, a political science professor, a sociologist, five members of the economics staff and two editorial writers from the largest Iowa daily.

A second series of three in the same topic was presented on the women's afternoon program over WOI.

2. Seminar on European recovery

This 1-day seminar was set up for the top level leaders in the State. They included three editors, four bankers, three business men, ten Iowa farmers who had made a study trip to Europe, the head of the Farm Bureau Women's Committee, and ten other leaders of various kinds. Subject matter was presented by Professors Boulding, Hurwicz and Matterson, all of whom are experts on European affairs.

Annual meetings of farm business associations

The five farm business associations annual meetings held each year usually include a public problems topic. These meetings reach about 800 people from 50 counties, many of them influential rural leaders. Such topics as The Problem of Inflation; Price Support Programs, Power Politics in the Modern World, and the like are used.

A number of forum topics have been used at various meetings including many of those mentioned above. An additional one on Facing the Problems of Peace with Russia has been prepared this year.

Staff assignments

One staff member, Wallace E. Ogg is assigned full time to this field and provides leadership among the social science staff in this work. He has a doctors degree in economics with a minor in political science. Several other staff members help in carrying out the program. Francis A. Kutish is editor of Farm Policy Forum. Resident staff members assist on subject matter and occasionally on meetings.

Observations

This field is one of accumulative knowledge. This is a most important point to guide in the training of extension field staff and leaders. The extension field staff can function best in four ways:

See that a number of competent leaders are trained by specialists and learn how to use these leaders effectively.

Help the county planning committee to organize a dynamic public affairs program in the county that makes use of the best resources available.

Learn to handle that part of the field that is:

Mainly descriptive or that can easily be set forth in logical form.

Adapted to the discussion method. He or she may then be discussion leader or see that other people are so trained.

See that people know of good source material on public problems.

Some study needs to be made of the proportion of the public that is likely to use direct education in this field. If a considerable share of the people get their ideas from others on matters of this kind, the most essential point is to locate these "others" and try to see that they are well informed.

Kansas

submitted by Paul W. Griffith and Per G. Stensland

I. - Discussion Program of the Extension Service

The Kansas Extension Service has conducted a public policy discussion program since the beginning of the land use planning programs. These early discussions were conducted in community, county, area and State committee groups. Most of the discussion was centered around proper land use.

In 1946 a definite program on public policy was started. This program was beamed at the community level, trying to get discussion started at the grass roots.

What is being done

Public policies discussions were scheduled in 19 counties in 1948-49 and in about 25 counties in 1947-48.

The public problems discussed to date have been: Price Supports (four divisions), Foreign Trade, Public Health, and Parity including the Brannan Plan. Another discussion was prepared on Social Security for Farmers but it has not been taken to the field.

The specialist in charge of public policy discussions had 10 radio talks per year on public policies in 1947 and 1948.

In addition to the regular scheduled discussion meetings held during 1948-49, public policy discussions were conducted at four district Farm and Home Conferences. These conferences were 2 days in length and one discussion topic was used each afternoon. The discussion groups ranged from 50 to 150 in size. The topics discussed were: Soil Conservation and Flood Control and Public Policies Relating to Agriculture. These sessions were very popular with the farmers.

County agents were trained in the summer conferences July 1946. Since that time the aim has been to train leaders. In addition to

county training, type-of-farming area meetings covered the State. In 1947 the area discussion was on Public Health. Last year the discussion was on "A State Health Program and County Health Councils and Price Supports."

The health specialist assisted the extension economist in these meetings. Agents and leaders from all counties attended all-day discussion meetings. Publications are sent ahead to all who are to participate in county or area discussions.

The work was done between December and May each year. The largest attendance at any county meeting in the 2 years was 110. That county had been carrying the work 2 years.

Selected leaders from each county attended the type-of-farming area meetings. Those attending the county and community leader training meetings were largely farmers and their wives.

A number of additional discussion meetings were held with organized groups such as:

Veterans-on-the farm training classes.

County and community farm bureau discussion groups.

Home demonstration units.

County rural youth associations.

Appraisal

The most thorough coverage of any topic was Public Health. The specialist feels that the effect of these discussions has been far reaching. Blue Cross and Blue Shield are well received in Kansas and there are farmers most anyplace in Kansas capable of presenting an intelligent discussion of Public Health legislation. The topic hardest to get interest in was Foreign Trade.

Farm people are deeply interested in discussions. District agents in the Southwest polled each extension board last spring and 85 percent said they wanted to participate in public policy discussions. In order to train leaders it is first necessary to find an agent who uses leaders effectively. Discussion training schools for home economics leaders are very effective. With men the most satisfactory results have been with large groups. However, where an agent knows how to use leaders, leader training gets to more people eventually.

II. - Joint Programs of The Institute of Citizenship and the Cooperative Extension Service

For several important reasons it was natural that the Cooperative Extension Service in Kansas should come to work out certain common projects with the Institute of Citizenship of Kansas State College.

First, both function in the field of adult education. The agricultural extension movement has a well-established place in the picture of American adult education. The Institute was conceived of as an agency for the promotion of intelligent citizenship; and obviously citizenship education involves adults, both as individuals and in groups.

Second, both are deeply interested in the problem of skills in human relations. Agricultural extension is built on the use of voluntary and local leaders; thus the problem of leadership training and program planning is in the foreground. The Institute is in a position to try out certain leadership training methods and experiment with a variety of planning devices in adult education.

Third, both are basically committed to a community approach to education. With all its emphasis on county programs and/or individual farm projects, agricultural extension assumes that the people in the rural communities are partners in making and carrying out programs. The Institute, with all its emphasis on certain general problems and principles of citizenship, assumes that the framework for these lies in the existing communities.

This threefold community of interest between the Cooperative Extension Service and the Institute of Citizenship has set the stage for a program. Part of it has already begun, part is so far only in its planning stages.

The first part, is direct collaboration in certain on-going extension programs. The Institute of Citizenship has been asked to furnish one of the monthly lessons to home demonstration units in about 20 counties so far. Here the staff persons from the Institute have taken the same place as the subject-matter specialists who work on a State-wide basis. The lesson, given to the unit leaders in the counties, has gone under the vague title "Citizenship;" it has actually contained any number of discussions and conversations, film forums and class sessions, all bearing on certain central phases of citizenship in modern society. These phases are well illustrated in the problems of shared power and shared respect, economic distribution and education. When the Institute has been asked to return to a particular home demonstration group a second time, it has offered a session in a more limited field of citizenship problems, the interpretation of news and the evaluation of information media - newspapers, radio and printed pamphlets; or UNESCO.

This direct participation of the Institute in county programs, at other times, has taken the form of lectures or discussions at Farm Bureau meetings, and participation in local UNESCO council programs, in which the Farm Bureaus and the home demonstration units participate.

The second form of cooperation between the two institutions has grown out of the extension programs. It has been evident that a county program depends for its success on leader skills in group

action and program planning. Thus the Cooperative Extension Service in Kansas has undertaken a research project, through which it hopes to throw more light on the problem of local leadership. This project, which built on a questionnaire-interview approach in 15 selected counties, attempted to pin down certain areas of responsibility and view these in the light of the services and help local leaders receive from the State and district staffs. Where is extension now falling short in its aid to leaders? Are the present methods of selecting leaders efficient enough? What opinions do the present leaders hold about their own power and position in the counties? The Institute helped develop the questionnaire and in the future development of the project. Group interviews were combined with discussion periods, a first step toward a new type of leadership training program.

Part of the problem of training leaders in certain skills is naturally found among the leaders-to-be, the young adults. Thus the Institute has participated in a group project among the students on the campus who are particularly interested in extension work. In the development of the program for an Extension Club among students, the Institute cooperates with the extension staff, especially in leadership training workshops. The two basic extension courses in the college spring term, 1949, contained two week-long units for which Institute personnel were responsible. In one course in extension methods, a member of the Institute staff analyzed the community aspects of agricultural extension; in another course, he touched on several method questions in relation to recent development in the field of group processes. This leadership training interest also has been evident in the cases where the Institute has participated in 4-H round-up and Women's Farm and Home Life Week on the campus.

The third aspect of extension work, common to both the Institute and the service, is the whole functional relationship between State - or county-wide agencies and the people in the communities. For the purpose of staging a full-scale and realistic analysis of the community program for agricultural extension, the Institute last fall suggested a project of joint staff seminars on the campus. In these seminars, which started in late fall, 1948, the members of the State and district staffs, divided into three small discussion groups, discussed among themselves the program as it had existed, its foundation in community resources and needs, its methods and materials, and its ultimate goal. This was done with a view that these fateful postwar months have presented us with the necessity of realistic change and adaptation. While this group analysis went on among the staff members, certain new methods of staff procedure were tried out, new group techniques tested, and a continuous evaluation was going on. The planning for the seminars was done by an agenda committee. The work in the groups was facilitated by a small staff of leaders, observers, and recorders. The whole State staff was kept informed of the results of the discussion through common "feed-back" sessions and mimeographed reports.

It has been suggested that the evaluation seminar, thus started on the State level, probably could be copied profitably in staff seminars or workshops on the district level. To such seminars or workshops the county leaders would be invited. Training could go hand in hand with

realistic evaluation of what has been done in the counties, i.e. the leadership survey (III) would have its follow-up in a regular training program.

III. - The Work of the Institute of Citizenship in the Field of Public Affairs

By its objectives and general operation the Institute of Citizenship is directly involved in treatment of and education in public affairs. Insofar as its program touches the Cooperative Extension Service, it could be referred to as a cooperative public affairs education venture. Below we refer to specific instances of cooperative efforts, in which either the Cooperative Extension Service has initiated and called for special services or the Institute has done so.

The Institute groups its efforts under the heading "citizenship." The lessons, classes, talks, and leader institutes, and its offerings on the campus include under this heading topic areas listed below in the first column. The varying channels used are listed in the remaining columns of the tabulation:

| | 4-H | | | | | |
|------------------------------|---------------|----------------|-------------------|----------------|--------------|----------------|
| <u>Topic areas</u> | <u>Campus</u> | <u>Hd unit</u> | <u>Farm &</u> | <u>round</u> | <u>Other</u> | |
| | <u>class</u> | <u>Radio</u> | <u>leaders</u> | <u>ind.wk.</u> | <u>up</u> | <u>com.ed.</u> |
| <u>Basic background</u> | | | | | | |
| <u>Government Is Your</u> | | | | | | |
| Business | | * | | | | |
| Freedom & Responsibility | * | | | | | |
| War, Peace, & the World | | | | | | |
| Community | * | | | | | |
| Democracy & Education | * | | | | | |
| Democracy & Despotism | | | * | | * | |
| American Democratic Ideas | * | | | | | |
| You & Your Community | | | * | | | * |
| The Journalist in a Free | | | | | | |
| Society | * | | | | | |
| Interpretation of Con- | | | | | | |
| temporary Affairs | * | | | | | |
| Great Books | | | | | | * |
| <u>Skill Training</u> | | | | | | |
| <u>Effective Citizenship</u> | * | | | | | |
| Group techniques | | | * | | * | |
| You & the News | | | * | | | * |
| Leadership training | * | | | | | * |
| Conference planning | | | | | | * |
| <u>Specific problems</u> | | | | | | |
| <u>You, Your Community</u> | | | | | | |
| & World Peace | | | | * | | * |
| UNESCO | | * | * | * | | * |
| Tipping Your Scale | | | | | | |
| for World Peace | | | | * | | * |
| Community development | | | | | | * |
| Journeys Behind the News | | * | | | | |
| Atomic Energy | | | | * | | |
| The Marshall Plan | | | | * | | |

Where and how the public
affairs work is done

The campus classes - through the Land-Grant College influencing the future membership of the State - have been using discussion methods. The work on the campus also has included, along quite informal lines, direct pre-service training of young leaders (e.g. in the Extension Club, the YMCA and YWCA on the campus, freshmen men and women counsellors).

From the campus to the State the Institute has conducted four radio programs:

Government Is Your Business (weekly book reviews, in dialogue, centering on topical public affairs books)

UNESCO and You, varying 15-minute programs on UNESCO in the Nation and the State

Journeys Behind the News (re-broadcast of University of Denver series)

Stories to Remember (produced by Institute for Democratic Education).

In the home demonstration units, staff members from the Institute have been asked to serve as "specialists," giving "lesson units" under the general heading "citizenship." These "lessons" are training sessions for unit leaders (two from each unit). Until recently, the Institute "lessons" were 2-hour sessions; beginning in the spring, 1949, they will be 4-hour sessions; discussion methods have been used, in many cases combined with "Phillips 66" or a variation on this group discussion technique.

The first-year offering to these units have until now been developed around the EBF film "Democracy and Despotism." The second-year offerings have either centered on UNESCO (sometimes with the film "Where Will You Hide?"), or on "You and the News." All of these, though focusing on issues of the day and topical problems, have largely served the purpose of building foundation for sound public discussion. Methods have been "taught" not by lectures, talks, or courses about method, but by demonstration and participation. This "skill-training," too, has been thought of as serving to build a foundation for public affairs education.

The Institute has participated with talks, discussions, and film-forums at the annual regional Farm, Home and Industry Weeks in the State (in Coffeyville, Topeka, Hutchinson, Dodge City, and Beloit the past year). For example, in 1946-47 the subject discussed at the regional meetings was "Implications of Atomic Energy;" in 1947-48 it was "Kansas and the Marshall Plan;" in 1948-49 "You, Your Community and World Peace."

At the last 4-H roundup, in June 1949, the Institute participated in the section on training of adult leaders. Three 2-hour sessions were held dealing on the learning principles and leadership techniques. During the Women's Farm and Home Week at the college the Institute and the Department of Journalism shared two 2-hour sessions on "You and the News." The emphasis here was on how to evaluate what you read and hear.

The Institute work by and large has been centered on building the foundation for public affairs discussion, rather than treatment of specific issues. The notable exception is UNESCO and problems connected with world affairs. In this case the Institute played a leading role in organizing a State Commission for UNESCO, now one-and-a-half years old. This development is described in "The Kansas Story on UNESCO" published by the U. S. Department of State. Through this State Commission, several staff members have come into active cooperation with extension people.

In the 40 county councils for UNESCO the extension agents always are represented. At regional leadership training institutes of which there have been three, involving 21 counties (plans are being made to cover all of the State by December 1949) extension personnel in all counties are invited and participate. Through a monthly News Bulletin a large number of county extension agents got a written commentary on UNESCO affairs. In the State Commission and at its annual meetings, are represented both local, county, and State leaders of agriculture.

Institute staff

The three staff members involved in these activities of the Institute are Carl Tjerandson, until September 1948, in charge of extension work of the Institute of Citizenship, since then director of the Institute, with a background in State and Federal land use planning work; Per G. Stensland, since September 1948, in charge of the Institute's extension work, with a background in adult education in Sweden and the United States; and Carol Stensland, executive secretary of the Kansas Commission for UNESCO since December 1948, with a background in adult education work (teaching and supervision) in California and New York.

Massachusetts

submitted by George Westcott

The present educational work in public policy problems which is being carried on by the Extension Service in Massachusetts is largely an outgrowth of the rural policy (committee) work (land use planning) which was inaugurated on an intensive basis 10 years ago.

It is not necessary to review the techniques and experiences during the 1938-41 period except to point out that in Massachusetts,

in addition to approaching rural policy work through State and county committees, a widespread groundwork was laid on the town level. About one-fourth of the town committees through the discussion process completed tentative rural policy reports. We are more convinced now than ever of the value of the educational work which was conducted through the Rural Policy Committee set-up by means of the planning approach.

Immediately following Pearl Harbor the State Rural Policy Committee became the State War Board; the County Rural Policy Committees became the County War Boards; and the Town Rural Policy Committees became the Rural War Action Committees. One of the four main objectives of these committees during the war was postwar planning. Consequently, in addition to using these committees (which included a large portion of the rural leaders of the State) as a medium for discussing war programs and policies such as price control, rationing, resource conservation, farm labor, etc, they participated in postwar planning discussions. The State Committee (Board) developed a postwar planning report. This was also discussed on the county level. Much of the postwar discussion activities centered around the economics of full employment.

Following the termination of the war the State War Board became the Massachusetts Agricultural Program Board and the County War Boards became known variously as County Rural Policy Committees, County Agricultural Councils, etc. Due to lack of extension personnel the Town Committees have been allowed to lapse but they could easily be reactivated as discussion groups to consider public policy problems, and in many cases bring their rural policy development work up to date, if sufficient extension manpower were available.

Most of our extension activities during the past 3 years have centered in work through the State Agricultural Program Board and to a less complete degree with the County Councils. An extension economist (the writer) is Secretary of the State Board and is responsible for assisting the county extension field workers in implementing the work of the County Councils.

The State Board's principle activity is to sponsor two State-wide 2-day conferences of farm leaders, many of them from the County Councils. One of these conferences concentrates on production, outlook, policies, and adjustments, and the other on marketing outlook, policies, and adjustments. The extension economist is responsible for conducting these conferences. The State Board would like to sponsor a third conference on rural family living but hasn't yet had the resources to undertake it.

At these conferences the participants carry on as smaller discussion groups and prepare recommendations for adjustments which are variously applicable to the farmers of the State in making their plans, and to the rural organizations and public agencies. The board follows up these recommendations to encourage their adoption. The State conferences are followed up with similar county-wide conferences which in a sense are replicas of the State-wide conferences,

carried out on an appropriately smaller scale. It can be readily seen that this set-up and program provides a continuous year-around activity. Interspersed at both the State and county levels are discussions of public policy problems. Topics during the past 2 years have included:

Foreign Trade and Massachusetts Agriculture Considerations
for a Long-Time Agricultural Program

The Farmers and High Level Economic Activity

The Appraisal of Current Farm Policy Laws and Proposals.

We believe that our set-up provides an ideal medium for the conduct of educational work in public policy problems. In such groupings our leaders can think more objectively than when they meet with their respective organizations. However, we do not wish to pass up any opportunities to discuss public policy problems with farm organization groups such as the Farm Bureau or Grange, farm commodity groups such as dairymen or fruitmen, public agency groups such as PMA agents and farmer committeemen, business groups, labor groups, youth groups and women's groups.

The field of opportunity is great. Only inadequate personnel and funds for the preparation of subject-matter material and visual aids keep the work down to a point where the surface is barely scratched. The opportunities are here. People everywhere yearn for a better understanding of public policy problems in order that they may be able to do a better job of discharging their responsibilities as rural leaders.

Maryland

submitted by A. B. Hamilton

In Maryland the Extension Service has developed two programs to help rural people understand public policy. These were understanding the United Nations and discussion of current problems.

The 400 Homemakers Clubs in the State were the focal point in explaining the United Nations. All discussion centered around the comparison of U.N. and the floor plan of a six-room house. The floor plan was a basemap on which we built the various programs and agencies. In this way homemakers could understand more clearly international problems discussed daily by the press and radio. Each homemaker was supplied with a copy of the plan for use in explaining it to her family. Regional meetings were used to train local chairmen. After studying how U.N. worked, the clubs considered "World Neighbors." For this phase of the work we arranged for six regional meetings and had foreign students attending the University of Maryland to explain the customs and living patterns in their countries.

Older youth groups were encouraged to have discussion of policy problems. Two meetings were held to train local youths in leading

discussions. At each of these we had a speaker and then discussed prepared questions on the topic. This method was popular as it gave young people an opportunity to talk. The third meeting of this series will discuss "What Do We Expect From the Government?"

These programs have been supervised by the farm management specialist.

Michigan

submitted by Arthur Mauch

I. - Methods Used to Present Economic Information to Farmers

Discussion pamphlets

Topics chosen by a committee.

Preparation of material:

- Background material.
- Yes and no sides to each question.
- No stand taken on questions.
- Discussion questions at the end.
- Illustrations to emphasize points.

Presentation:

- Monthly meetings with county agents at district conferences.
- Discussion of current issue and problems encountered in usage. Distribute supplies to agents.

Each county agent holds monthly leader training meetings at which group discussion leaders discuss subject matter and methods of presentation. Each leader receives enough discussion pamphlets so that each family in his group has one.

Each group discussion leader leads the topic in his local group. Some groups report the opinion of the group to their organization headquarters.

Series of discussions by members of the department and farm leaders are recorded on tape to be made available to agents for use on local radio stations and in leader training meetings, or with local discussion groups.

Groups participating:

- Michigan Farm Bureau, Michigan State Grange, Farmers' Union, veterans' agriculture classes, civic groups, labor unions, and miscellaneous groups.

Other materials:

- Monthly news releases through each county agent's office.
- Bibliography of extra background material furnished for each subject.
- Monthly radio discussions over college station and local stations.

Series of movies on discussion topics made available to agents.

Farm organizations supplement pamphlets with action questions and extra background material in private publications.

Other phases

Newsletter - Weekly newsletter to county agents and other selected persons. Gives up-to-date analysis of economic facts and trends.

Michigan Farm Economics - Publication started before project. Circulation is being expanded.

Personnel

Two economists full-time to write the discussion pamphlet, newsletter, and present the material to the leaders. One economist (project leader) quarter-time to aid in editing and supervision.

One public relations man half-time to aid publication and prepare news releases.

One economist half-time to be stationed in the Upper Peninsula to service that area.

II. - Project Submitted for Approval Under Title II of the Agricultural Research and Marketing Act of 1946

Name of project

Market Price Analysis and Economic Education for Agriculture.

(As provided in sub-paragraphs (d), (g), and (n) of Section 203, Title II of Public Law 733: (d) "To conduct, assist, foster, and direct studies and informational programs designed to eliminate artificial barriers to the free movement of agricultural products": (g) "To collect and disseminate marketing information, including adequate outlook information on a market-area basis, for the purpose of anticipating and meeting consumer requirements, aiding in the maintenance of farm income, and bringing about a balance between production and utilization of agricultural products": (n) "To conduct such other research and services and to perform such other activities as will facilitate the marketing, distribution, processing, and utilization of agricultural products through commercial channels."

Cooperating agencies

Michigan State College Extension Service
Michigan State College Experiment Station
Michigan State Department of Agriculture
Michigan Cooperative Crop Reporting Service
U. S. Bureau of Agricultural Economics

Other appropriate Federal agencies
Farm organizations
Trade associations.

Project leader

To be selected later

Objectives

To develop an understanding of the following economic items among farmers, farm organizations, public agencies, and other related groups which will better enable them to interpret, formulate, and make necessary adjustments to agricultural marketing programs and price policies.

Economic factors affecting:

- Domestic markets for agricultural commodities.
- Foreign markets for agricultural commodities.
- The inter-dependence of domestic and foreign markets.

The impact of current and prospective agricultural marketing programs on the welfare of various types of farmers, and also on the welfare of the economy as a whole.

The effect of trade restrictions, both interstate and international, on the agricultural economy of the State of Michigan and the United States as a whole.

To make available market price analyses and current market information that will promote economic marketing and distribution of agricultural commodities.

Problem and need for work

Michigan is both an agricultural and industrial State. Her 725 million dollar gross agricultural income comes from a great variety of agricultural commodities. She ranks high in the production of fruits, vegetables, dairy products, livestock, poultry, and several farm crops.

Because of this extreme diversity of interests in Michigan, the changes in national and international programs and policies have many and varied repercussions on the various farming elements. Hence, there is much need for an educational program to assist the agricultural interests in interpreting, evaluating, adjusting to, and improving the programs and policies affecting them.

The agricultural interests of the State are highly organized. Over 500 cooperative associations with their State-wide federations by commodities, the State Grange with local affiliates, Farm Bureau with local affiliates, and about 800 discussion groups, the Farmers Union and local affiliates, Michigan Association of Farmers' Clubs, and the Commodity Trade Associations which combine the interests of farmers and distributors, all are requesting information and help in solving the problems set forth in the objectives.

The research work in these fields is being expanded but personnel and facilities are lacking in extending this information where needed. At present there is available the equivalent of less than one man full time in the Economics Extension Service to cover this broad and important economic field.

Method of operation

Preparation of marketing articles for publication in "Michigan Farm Economics."

Conduct a series of schools with farm leaders and organizations to develop a better understanding of the problems stated in the objectives.

Develop specific economic discussion projects for use in county extension programs and by farm organization discussion groups.

Disseminate educational information on the problems stated in the objectives by such agencies as the radio and press.

Demonstrate by use of charts, motion pictures, and other visual aids, practices which will aid in interpreting and formulating agricultural marketing programs, both national and international, and aid farmers in making necessary adjustments in their marketing operations.

Correlate this work with research projects in price analysis and the work of commodity specialists.

Probable time of completion

This is a continuing project covering at least 3 years.

Missouri

submitted by J. E. Crosby, Jr.

This statement is of necessity prepared away from the office and without access to extension reports and records.

Some attention has been devoted to problems of rural policy for about 10 years. We define rural policy as "those problems of rural people which require group action for their solution." Consequently this activity could and does range from attention to the district school to world peace.

For about 6 years we have had in Missouri an official Advisory Committee to the Agricultural Extension Service. This group is elected annually by representatives of the county groups sponsoring extension.

The Advisory Committee suggests to extension those policy problems which they feel should be given most attention. True, extension does suggest problems for the consideration of the Advisory Committee but the latter makes the final choice.

Among the topics included are:

- Wartime rationing and price control.
- The United Nations Organization.
- International Trade.
- The Missouri School Reorganization Law
- A Price Policy for Agriculture.

We have attempted to handle this activity as we would any extension undertaking, by utilizing all the channels available. More attention has been given to group discussions than any other method and I believe it has been most effective, although the number reached has not been large.

We have not made any attempt to concentrate on any season of the year for this work. When called on to speak before farm groups and given a choice of subjects we frequently have discussed a rural policy topic. Many such talks have been given at annual meetings of farm groups, most of which occur during the winter months. There has not been any consistent follow-up.

Our attempt has been, first to train agents and, second, rural leaders. We believe that agents, with some background in these fields, can broaden the knowledge and understanding of farm people in casual conversation and in connection with other educational activities. Possibly this method accomplishes the most.

Since we cannot reach all the people with this information we have directed the rest of our attention to leaders of local organizations and groups - farm organizations, home economics clubs, civic clubs, etc.

Leadership in this work was assigned to the extension economists. Director Burch has discussed the subjects with many groups.

We do not feel that we have been very successful, particularly if success is measured in terms of inducing farm people to take specific action in support of a particular viewpoint. Almost without exception, county agents and rural people are eager for this type of information. Almost as consistently, they are reluctant to lead a discussion of the same subject, even when fortified with related subject matter.

This reluctance appears to be due to fear that someone will ask a question which the agent (or leader) cannot answer.

A second disappointment is caused by the general attitude that the individual can do nothing to bring about a more desirable situation and consequently no effort is made.

Generally speaking, we have felt that group discussion (of pertinent statements supplied by us) was most productive and created the most interest, particularly when supported by background material.

Probably most disappointing has been the hope that county and home agents would undertake a vigorous program to acquaint their leaders with the possible answers to these problems.

We believe now that the average agent lacks education in economics and sociology which he feels is needed for such an undertaking. We are attempting to remedy this lack by offering through the Department of Agricultural Economics extension courses in Economic Aspects of American Agricultural Policies. Such courses are offered in any section of the State where enough agents are interested. Classes meet once a week, generally at night, and graduate credit is earned. We wish we could move this program much faster because I believe agents must have this sort of training before they will assume much responsibility for rural policy.

Two series of district conferences for county extension workers are devoted to outlook and rural policy each year. Approximately one-half of the day is devoted to outlook and the other half to rural policy. The conferences are conducted by the extension economists.

In addition, we have attempted to supply our county extension personnel with digests of such proposals as the Hoover Commission report, Brannan's Agricultural program, Agricultural Act of 1948, International Wheat Agreement, etc.

A formal talk probably exposes more people than group discussion, but we have not felt that we actually accomplished as much good as where a general exchange of opinion occurred.

Minnesota

submitted by D. C. Dvoracek

Information and educational work on agricultural policy and public problems in Minnesota started during the winter of 1934-35 when six topics having to do with agricultural policy were discussed in six different counties by six different leaders as a demonstration of the discussion method. Production control, land use policy, foreign trade policy, objectives of rural life, taxation, and consumer-producer relations were the topics considered. Since that time, one or more meetings were held in discussing agricultural policy every year except 1943 and 1944 when no discussion meetings were held. A total of 82 counties out of 87 in the State were reached with these discussions. Topics discussed under general agricultural policy include:

Postwar Agricultural Policy
 Agricultural Outlook
 Cost of Production
 How Can We Expand the Domestic Market?
 What Objectives Are Desirable For Farming?
 Federal Aid to Agriculture
 How Can We All Have More?
 How Large Should A Farm Be?
 Land Use
 Long-Time Price Levels
 Price Support
 Dare Farmers Risk Abundant Production?
 War and the Farmer
 After the War, What?
 Farm Credit
 Tenancy

| | | | | | | | | |
|----|----------|-----------|--------------|--------|--------|--------|---|--------|
| 16 | counties | discussed | agricultural | policy | topics | during | 1 | year. |
| 11 | " | " | " | " | " | " | 2 | years. |
| 13 | " | " | " | " | " | " | 3 | years. |
| 15 | " | " | " | " | " | " | 4 | years. |
| 9 | " | " | " | " | " | " | 5 | years. |
| 11 | " | " | " | " | " | " | 6 | years. |
| 6 | " | " | " | " | " | " | 7 | years. |
| 3 | " | " | " | " | " | " | 8 | years. |

This indicates continued and sustained interest in topics having to do with agricultural policy.

In addition to the main topics listed above, marketing costs were discussed in 1937, 1938, 1939, and 1940, with 55 different counties taking part. In those discussions an attempt was made to develop an understanding of what are marketing costs or the margin between the price the farmer receives and what the consumer pays. Twenty-four counties discussed marketing costs for 1 year, 28 for 2 years, 3 for 3 years. With the topic of hard times, good times, how can a farmer adjust his business to inflation from credit, and farm prices, discussions were held every year from 1935, except for 1943 and 1944, with a total of 76 counties taking part. All of the 76 counties discussed topics on business cycles during 1 year, 7 during 2 years, 11 during 3 years, 7 during 4 years, 17 during 5 years, 11 during 6 years, 9 during 7 years, and 2 during 8 years.

"What are some good principles of a tax system" was discussed in 1934 and 1935; 1936, 1937, 1938, and 1939; 1947 and 1948; with a total of 72 counties participating. Thirty counties discussed this topic during 1 year, 15 during 2 years, 17 during 3 years, 2 during 4 years, and 3 during 5 years. Labor and agriculture relations were discussed during 4 years in 44 counties. Eighty-five of the 87 Minnesota counties have taken part in discussions of agricultural policy problems.

The average attendance per meeting per year is as follows:

| | | | |
|---------------|----|------------|----|
| 1933-34 | 33 | 1941 | 21 |
| 1935 | 15 | 1942 | 21 |
| 1936 | 22 | 1943 | 18 |
| 1937 | 22 | 1946 | 23 |
| 1938 | 18 | 1947 | 18 |
| 1939 | 26 | 1948 | 17 |
| 1940 | 18 | | |

In addition to these discussion meetings, general meetings were used as a medium for discussing public policy. This was particularly true with Dr. Jesness under whose leadership most of the work was done, and to him a great deal of credit is due for whatever has been accomplished. The meetings above enumerated were discussion meetings on a county basis in the early years, and on a district basis in later years. At county meetings the leaders were selected from each Farm Bureau unit or farm organization (local) who attended a county-wide training meeting with the county agent. These local leaders in turn were expected to lead local meetings in their local groups. At the district meeting at least two local leaders (man and woman) were chosen from several counties, who, with the county extension workers, attended a district training meeting led by the specialist. Those attending from each county were expected to conduct a county training meeting on the same topic with two local leaders from each local organization. In turn, the local leaders lead local discussions in their local groups.

Topics such as agricultural policy and general economics are difficult, and it was not surprising that all local leaders did not lead local groups. Questionnaires were sent out which indicated that those who answered the questionnaires, at least 50 percent lead local meetings in their own groups and neighboring groups. It can be assumed also that most of these local leaders as well as the county agents, even though they did not lead local meetings, made use of this material in their personal contact with their friends and neighbors.

Many news articles were written on questions of interest to the agricultural policy. It was used in radio broadcasts. Perhaps the most generally used material was composed of questions and answers prepared on each of these topics. The questions were distributed to the local leaders in advance of the meeting and the answers prepared to these questions were distributed after the discussion meeting. An attempt was made to get the individuals to express themselves on what they thought of specific questions, to stimulate and start thinking. A problem we still face is that of getting more local leaders with adequate training to lead local groups in the discussion of these economic problems.

Discussion meetings were held during the wintertime, beginning in November and ending in March or the beginning of April, with no follow-up except holding of local meetings by local trained leaders

in several communities. No attempt was made to check up on the extent of which this material was taken back to local communities except by questionnaire. About 56 percent of leaders and about all county agents who reported led discussion meetings.

People reached through these topics were mostly farmers in farm meetings, business men in business meetings, banker association meetings, and service clubs, such as Kiwanis, Rotary, and Lions.

In the discussion meetings the aim first was to train the county extension workers and local leaders, and these in turn trained local leaders and they in turn presented the topic at their local meetings or at least reported on the topic at county meetings. The work was done generally with organized groups and no new organizations were set up.

Meetings were held and discussions led by the specialist assigned to lead discussion groups. However, other members of the extension staff in marketing as well as members of the staff of the Division of Agricultural Economics were active in this project in general meetings. Dr. Jesness was particularly active in discussing agricultural policy at various meetings, not only within the State but outside the State.

It is difficult to make a critical analysis or appraisal of our experiences with extension work in agricultural policy, and measure results. The background of many leaders in extension as well as the farmers whom we were reaching is lacking in an adequate background in economics. This is a serious handicap. For attaining clearer understanding the most successful method, in my opinion, is the informal discussion method where the people are encouraged to raise questions and ask about things they do not understand, and where all sides possible are invited or presented. Discussion stimulates thinking and taking part. This is especially true in small groups. Presentation or speaking I would consider less successful unless the speaker is particularly capable in presenting economic ideas clearly and slowly enough to allow people to grasp the ideas.

It is somewhat difficult to pick out topics that were best received. Those that may be best received may not really be the most successful in putting over an educational program. In my opinion the topic on foreign trade may not have been well received in the beginning. However, I believe it resulted in more basic understanding than any other topic discussed and perhaps a change of thinking on the part of the people. The question of taxation is always well received. The topics having to do specifically with prices of farm products cover the field of outlook or support prices or the long-time agricultural outlook are always well received.

I believe the county agricultural agents can be trained to lead discussions on economic problems, such as agricultural policy. It is likewise true of selected local leaders. They need to be carefully selected, however, for native ability, sound judgment, interest, and general reading - well rounded information as well as personality

that goes with leading discussions. Too many of our agents are still lacking in economic background. It is a basic weakness. The question can be raised whether the county agents should be trained separately. It has been done in this State a number of years ago when various specialists in the Division of Agricultural Economics led district meetings of county agents in a discussion on current economic problems. Consideration is being given to reviving this method of training county agents. More attention and thought needs to be given in developing more suitable material for use in extension work in agricultural policy.

New Jersey

submitted by Frank V. Beck

Suggested plans, programs, and policies are studied and their desirable and undesirable effects on agriculture and our economy are discussed. Here are some methods as described briefly in the 1949 extension plan of work:

Extension-sponsored meetings, discussions, or panels to hear both sides to questions of public policy. Goal: 1 per month per county.

Discussion leaflet, "What's Your Opinion?" used to direct, stimulate, and summarize various points of view.

Agricultural Hi-Lites, a digest of current information pertaining to agricultural and public policy problems. Factual and brief. No attempt to draw conclusions.

Eight discussion leaflets and four digests have been prepared. About 15 percent of specialist's time is devoted to this phase of work.

Discussion groups are at local levels. Leaders are trained to handle them. Agents are trained to do this work, but most of them shy away from it. Home agents do it more readily. Radio is frequently used as a panel or forum to discuss public and agricultural problems. Publications are mainly prepared as guides or sources of factual information for the use of the discussion leaders. The following groups or organizations obtain discussion leaflets: Grange, Farm Bureau, Farmers' Union, U. S. Department of Agriculture Councils, PMA, Adult Education Director, 4-H Leaders, Home Agents, County Agents, and Vo-Ag and G.I. Teachers.

Preparation of leaflets when problem arises (e.g., new Hi-Lites on wheat allotments) and as specialist can find the time to write them. Most use in meetings occurs during the winter months.

All work so far has been through already organized groups. However, some thought is being given to the creation of neighborhood discussion clubs, both social and educational.

One specialist has carried the burden. He uses 85 percent of his time for other farm management extension work. Consequently, the amount accomplished does not loom very great.

Topics of current nature and those about which some controversy exists seem to be the most enthusiastically received.

Ohio

submitted by J. P. Schmidt

The Grange and farmers' institutes had set a pattern of lecture-with-some-forum or question box style of dealing with public problems long before the coming of Extension Service in Ohio. Experience, opinion, and speaker wit played leading roles.

Training in the College of Agriculture and extension practice emphasized facts in the natural sciences and the demonstration method. Institutes moved from the Department of Agriculture to Agricultural Extension Service in 1916. They took on more of the nature of community events with emphasis on better rural living - schools, roads, etc. Extension agents demonstrated how scientific facts worked in the field and in the feed lot. They gave little advice on off-the-farm activities. There were few home demonstration agents.

The Farm Bureau, born in institute and grange discussions, quickly took on economic problems in a realistic manner. Cooperatives sprung up everywhere. During this period public discussion was frequently about the Farm Bureau and extension relations. This took place in stores and market places. Public hearings on extension appropriations were held by county commissioners. There developed much feeling that Extension Service should avoid discussion of public problems. This was the roaring twenties giving way to the low thirties.

Timely economic information published by the Department of Rural Economics and Rural Sociology almost unnoticed became the fact (literature) basis for the semi-public discussions growing up among farm leaders, individual farmers, account keepers, and others. Each issue was carefully read. Holding public outlook meetings was a step toward the discussion of agricultural policy.

The public affairs institutes (philosophy schools) of the middle thirties had the support of all farm organizations and "action agencies." These covered the State by districts. This was the period of experimenting with "discussion groups." Audiences were divided into sub-groups with leaders and secretary-reporters. All reconvened in a forum. In a way it was the beginning of the workshop style of conference.

Summer camp extension conferences were using this group discussion method. They dealt with public problems, but discussions were carried on within the family. Invited guests appeared on these

programs and unofficially took part - Farm Bureau, Grange, and the Government alphabet groups.

The Farm Bureau educational leaders visited and studied the Nova Scotia small study groups. Discussion "huddles" (groups of five) were tried out in Ohio 4-H camps and other meetings. Citizenship problems were discussed by this method. At the Annual Grange Lecturers' Short Course the use of small discussion groups was introduced. About 300 of Ohio's 900 subordinate granges turn out each year. Home Council groups used this style at district and county achievement meetings. Program recommendations coming out of these discussions dealt more and more with public problems even with international situations.

As the Farm Bureau concentrated on Advisory Council groups (1500 Ohio units of approximately 12 families each) the Extension Service was becoming more absorbed in the "defense" program.

An informal State council of farm organizations and action agencies included vocational agriculture and Extension Service. Looking toward postwar agriculture, some discussion literature for all groups was jointly written in 1945. These pamphlets (four pages) dealt with the first three chapters of the Land-Grant College Postwar Agricultural Policy Report.

Farm Bureau advisory councils have improved with practice. Colorful literature is supplied monthly to these groups by the Farm Bureau Educational Department which consults frequently with Extension and the college specialists. Councils also deal with their own community problems and with other State issues. Meetings rotate monthly in the homes of members. Resolutions are poured in to the State committee. Summaries of discussion polls are made by the State educational office.

Youth groups just before the war had been established in 70 of Ohio's 88 counties. These were mostly extension but included Junior Farm Bureau and Grange units. A pattern set in the thirties was made up of about 40 percent recreation, 30 "education," and 30 service.

The education period of the usual meeting is devoted to discussion and some demonstration. Extension Service is relied upon heavily for leadership and literature. A series of discussion leaflets deals with Agricultural Policy, Conducting Meetings, Marriage and Courtship, How To Get Started Farming, Discussion Management, Socio Drama, and Youth Faces Tomorrow. Mimeographed outlines are more commonly prepared for chosen topics on request.

Veterans' and young farmers' problems loom large in postwar discussions. They deal heavily with outlook and management. County junior leadership groups promise to take a leading part. These activities run to citizenship and public service activities.

At present home councils demand help in discussion plans dealing with both international and local citizenship problems. All extension conference districts were represented at UNESCO both by extension agents and by lay leaders. Youth, community institutes, and farm organization leaders were well represented. UNESCO is incorporated in the programs of many groups.

County agricultural policy bodies are on the increase. These go beyond mere promotion of discussion of public problems. They initiate and direct local service studies - surveys of health, telephone, church, school, and other conditions.

In the case of health, there is integration at the State level with the development of a State health council. This includes the medical, nursing, and hospital organizations. Always the State training conferences or workshops are conducted on the group discussion basis. Small groups are used. As with the State Safety Council, the recommendations of these conferences do flow into action in many county programs.

All of this development now appears much too slow. Both our extension staff members and lay leaders still hesitate to open up and push the discussion of controversial issues. This is high-lighted at the moment by the agricultural situation and its involvement of politics. True, we have for 3 years carried on "leader training schools" - usually four-county districts. Extension agents invite all leaders - church, Grange, institutes, youth, Home Council, Farm Bureau, et al. Attendance runs from 50 to 120 per meeting in a series of three sessions. How to plan programs and conduct public meetings are most commonly considered. In spite of this, people still lack self confidence in handling controversial issues. Agents tend to lean backwards and have not yet themselves seriously enough undertaken their own training.

Our present policy is to teach use of discussion through a demonstration of handling the county's or district's "hot" topic - health, telephones, etc. The Department of Rural Economics and Sociology has covered the State in a series of 22 district meetings, discussing the agricultural "plans." In this instance the Farm Bureau sponsored and conducted the meetings. Our farm economists "gave the facts" and helped to answer questions. The literature used was "Fixed and Flexible Support Prices," a four-page leaflet. There will be five more leaflets in this series dealing with the principles involved in agricultural policy prepared by our farm economists.

It seems now that we shall do two things as next steps:

Have all staff members take part in an organized program training in the discussion of public problems.

Develop a more definitely initiated college and extension program dealing with agricultural policy and public problems. This assumes the support of State and county advisory bodies.

Finally, there is an extension State guidance committee composed of agents, specialists, and supervisors. Requests for help have been made to Extension by the Farm Bureau and the Ohio Council of Farm Cooperatives. A topic suggested for early fall (September) is "What Farmers Can Do For Themselves."

The committee will soon announce a proposed training program.

Texas

submitted by Tyrus R. Timm

Purpose

To provide people - both on and off farms - with a better appreciation of the alternatives in and the requirements of public policies, significant to Texas agriculture.

Scope and nature of educational
assistance as to public policy

Scope of program:

Consideration of the need and extent of Government participation in the economic affairs of the farmer and ranchman.

General nature of program:

Desirable economic and social objectives.
Alternative courses of action for attaining these objectives.
Effects of past and present policies.
Corrective adjustments needed.

Specific topics considered:

Economic behavior of the agricultural industry

Maximizing public welfare: Allocation of resources, exchange mechanism, distributive justice.
Historical patterns: Incomes, prices, costs, production, population shifts.

Interest representation in Government

Importance in a democracy.
Criteria for farmer participation.

Requirements for high level of foreign trade

Free trade = principles and problems.
Major factors in European and Asiatic recovery:
Function of savings.
The dollar shortage.

Business - farm interdependence

Competitive areas:

Share of consumer's dollar.

Participation of farmers in functions of:

Group selling, buying, services, credit.

Complementary areas:

Commercialization of agriculture.

Price support and production control by Government

Effect of technological advances.

Effect of a relatively inelastic market.

Special cases of Government participation

Savings bonds: Their importance to agriculture.

Credit controls: Their importance to agriculture.

Methods used

Present illustrated diagrams.

Dramatize with actual commodities and materials.

Formed Texas Commercial Agriculturists Council composed of agricultural relations personnel attached to business firms and business organizations.

Have forums with State P&MA committee and by districts with county committees.

Encourage county units of general farm organizations to have more programs pertaining to agricultural policy. Participate in as many as possible.

Provide State leaders in farm and ranch organizations with facts and opinions in this field.

Insist that all extension specialists in the economics phase stress importance of agricultural policy in farm management, marketing, etc.

Conduct discussions with student and faculty groups in resident teaching and the experiment station.

Washington

submitted by Arthur J. Cagle

Policy problems handled

Farm programs

International trade

Farm price policy

International wheat agreement

Health program
Land classification
Farm tenure
International relationship

How handled

Panel discussion with State extension staff
News releases
Briefs prepared for county extension workers
Recordings for radio
Radio talks
District training meetings for county extension workers
Discussions at Experiment Station meetings
Participated in Farm Bureau semi-annual meeting
Lead discussions at Associated Rural Women's meetings
Talks and discussions at farm cooperative meetings
Participated in meeting of Agricultural Policy Committee
at annual State Grange meeting
Talks at meetings of farmers, civic organizations, and
State Bankers Institute.

When done

Educational work has been done by the Extension Service on all of the topics listed above during 1949.

All of the methods mentioned above have been used by State extension workers during 1949. In fact, all these methods have been used in the past 2 months.

Peoples reached

Farm leaders
Farm educators
Farm families
Bankers
Reading and listening public
(reached by daily press and radio).

A larger part of our efforts on policy problems have been directed at farm leaders and farm educators including our county agents although news releases and radio talks have been directed at farm families, and the general public.

Who did the work?

For all the topics listed except the last four, the extension economists, Dr. Roy Beck, Karl Hobson, and Arthur Cagle; Dr. Charles Elkinton, Head of the Department of Agricultural Economics; and Dr. Arthur Peterson, Agricultural Economist; have done a major part of the educational work. The Extension Information staff, KWSC, the farm press and radio farm program directors have cooperated excellently

In the case of the health program, there is a health committee composed of State and county extension workers and members of the State Health Department which meet several times a year to develop an educational program on health for people in rural areas.

In the case of international relationships, the major educational work on this has been done by Miss Shirley Weger, Assistant Extension Agent at Large. Since her return from a trip as a 4-H Club delegate to Europe, she has given 102 talks to about 30,000 people. She has also given 30 radio talks. She not only has worked with farm groups but also civic organizations and clubs.

Appraisal of our experiences

We feel that all of the methods we have used have contributed their part and that a variety of methods are necessary.

The programs that have been best received have been those with the widest interest such as: Brannan's proposed farm program, international relationships, and price policies.

The program probably least well-received at the present time is farm tenure.

The training of county agents, we feel is necessary but a big order. There is some question as to whether we have the personnel to adequately train the county agents so that they will feel confident to go out and do the job of working with local people as groups. Some county agents that have special interests along this line are now holding meetings with their farm people on farm policy problems. The county workers are very anxious to have more help and information on this subject. The State extension staff plans to devote more time to the training of the county workers.

We feel that we are not far enough along in the program to be able to measure the effectiveness of the different methods that we have used. We feel, however, that giving more attention to working with farm leaders is very important in this field.

West Virginia

submitted by Gertrude Humphreys

Extension program on public policy problems

Public policy problems in home demonstration program have included:

- Rural health facilities
- Rural schools
- The rural church
- Agricultural programs
- Legislation
- Responsibilities of voters

International affairs under such topics as:

- Our part in world peace
- The farm woman as a world citizen
- Understanding the people of other lands
- The human side of world affairs.

Problems are selected by farm women leaders with guidance of extension workers, at State program-planning conference. Preceding this conference county leaders and local groups have considered problems on which they want information and help.

County and community groups of farmers from time to time discuss current problems such as roads, telephone service, rural electrification, etc.

An older 4-H members' State conference public policy problems such as health facilities, schools, etc, are discussed.

The Farm Electrification Council whose membership includes representatives of Extension, the College of Agriculture, Farmers' Home Administration, the Department of Education, and farm organizations, has been carrying on an educational program which includes the extension of electric lines and related public policy problems, as well as the uses of electricity.

Procedure in carrying out home demonstration program

Lesson outlines are prepared at State extension office. These give information, or sources of information, and questions for discussion on the public policy problems included in the year's program.

Lists of the lessons on all phases of the home demonstration program are sent to the county and to local clubs. They select for study the lessons that will give help on problems included in the local program of work - the subjects in which the members are interested.

Lesson leaders are selected by the club for each subject. The home demonstration agent arranges county training meetings for these leaders. The training is given by:

- A member of the State or county extension staff, or
- county or State health officer (if subject is health), or
- county superintendent of schools (if subject is schools), or
- a member or former member of the State legislature or of Congress (if subject is legislation), or
- State or local person who has lived or visited abroad (if study is being made of the people of other lands).

Local groups discuss topics outlined in lessons

Leader who has received training at county training meeting conducts discussion. Local persons informed on subject sometimes invited to speak.

Some meetings are thrown open to public, men and older young people especially invited.

At farm women's State leadership training conference help is given on public policy problems:

Classes on public policies.
Assembly talks on international affairs.

Supervisors in visits to counties discuss public policy problems at planning meetings, achievement day programs, and in office conferences with agents.

State committees of the Farm Women's Council help promote parts of the program, as for instance:

Legislative committee sends information on current issues to county committees and local groups.
International relations committee sends suggestions to county committees.
Education committee recommends books on public policy problems.

Program of recent State extension conferences included talks and discussion groups on public policy problems.

Examples of follow-up of lessons
by local groups

Study of legislation - Secondary Road Bond Issue:

Club members distributed leaflets giving information about Secondary Road program to all families in the community.
Special public meetings were held for discussion of subject.

International affairs:

At special meetings, or regular meetings, a study was made of related topics such as the work of the United Nations - FAO, UNESCO, or WHO.
International day programs were held by county, and by local groups.
Donations have been made through various relief agencies, and directly, to people in other countries.
Friendly contact with foreign students, and other foreign people in local areas.
Local clubs are raising funds to bring a foreign student to West Virginia University for 2 years of study in preparation for work with rural people in her own country.
4-H Clubs are participating in International Farm Youth Exchange by raising funds to send a delegate to Europe, and entertain a foreign delegate in West Virginia.

Appraisal of work on public policies

Many of our farm people show a greater interest in this program than do part of the extension workers.

Interest of extension workers has increased somewhat, due partly to the influence of farm people, and partly to the group discussions on public policies at recent annual conferences of extension workers.

This program has lacked the necessary State-wide promotion and guidance. Several members of the State staff assist with this work, but no individual has been assigned responsibility for it; other duties prevent those interested from giving the program as much time as is desirable.

Not enough methods have been used. Too few approaches have been made. Too few people outside organized groups are being reached.

County extension workers have not been given sufficient training for this type of program. They hesitate to discuss subjects that may become controversial.

Qualified local leadership for this type of discussion is difficult to find.

Follow-up of the study and discussion is far from being satisfactory. Farm women are hesitant to assume leadership in policy-making problems.

CHARACTERISTICS OF EXTENSION WORK IN THE FIELD OF PUBLIC POLICY

A Political Scientist's View of the Problem

by

Charles M. Hardin
University of Chicago

Viewing extension work as synonymous with education, what characterizes education in the field of public policy? We can illuminate this question by discussing the nature of public policy in agriculture and its significance in our time.

Agriculture, as other areas in all societies, witnesses a tremendous drive for security. Specialized societies reward individuals very highly; but such societies require smooth relationships and the continuous inter-acting of their members. Thus the amenities individuals enjoy are had at the price of insecurity. Security demands the stabilization of a system in the interests of those now enjoying its advantages. But the emergence of the system requires a dynamic growth, a flexibility, and adjustability which often constitute the opposite of stabilization.

This is a dilemma. To try to probe it takes us into public policy and into a wide excursion among the various aspects of public policy.

Why are we led into public policy? In the drive for security, for prestige, and for other values, especially the satisfaction of having an honorable place in one's community, individuals seem compelled to seek their ends through associations. Whether these are trade unions, corporations, cooperatives, professional associations, or others, they operate at least in the presence and often at the sufferance of that association called Government.

This rich associational life, through which the drive toward prestige and security takes place may not be sufficient for these ends. Organization, private organization, may prosper its members, but it stimulates organized demands upon Government. Business has demanded tariffs, subsidies, "fair trade" laws, tax relief, favorable foreign policies, "self-government for business," etc. Organized agriculture and labor press demands in favor of their own purposes. Often groups demand limitations upon the privileges of other groups.

So our society is highly organized. But all persons are not equally organized; all organizations are not equal in strength; and all organizations are not related in the same way to organized Government. Yet a general and a particular observation are appropriate.

The general observation is that the demand for security, etc., seems to create or encourage throughout our society mechanisms for the manufacture of guaranteed status. Business men's protective devices in trade associations were developed to a high degree in the NIRA, but also by fair trade practice acts, and many other means. Labor

organizes and bargains collectively - and the heart of the labor union contract, I am told, is seniority. The same thing applies quite largely to the organization of professions and to civil service. Job security and a definable place on some prestige ladder are increasingly significant. But the distribution of these "goods" is not "equal." There are plenty of people who, while they may share in "social security" are denied participation in this organized conquest of job security and prestige. Many are even outside social security. This particular observation relates, of course, to agriculture.

Agriculture, too, has its organization, as well as (in some respects) its organized opponents. But in agriculture, which largely corresponds to the "free market" model of a host of competing and relatively small firms, the quest for security, etc, proceeds through private organization, and through private organization with special governmental favors (such as cooperatives), to Government planning and governmental organization. But this particular observation has its general significance. The development is most characteristic of agriculture today, but it is not unique. The early New Deal witnessed the NRA.

And during the war, a distinguished visitor at Harvard, fresh from governmental experience, remarked that for purposes of governmental regulation he had replaced his former predilections in favor of small business with a preference for monopoly and general trade associations. It would take a brave man to forecast what sectors of the American economy will have been absorbed - or will not have been absorbed - into the sphere of governmental direction and central planning 20 years hence. Therefore, the consequences of agricultural programs need to be weighed for their largest significance.

With these general remarks on public policy, let us look at some aspects bearing upon it. A comprehensive study of man and his works seems required, but for us especially such study as it relates to public policy with emphasis upon agriculture. How far this implies a departure from laissez faire, of which C. H. McIlwain remarked, "Surely the strangest fallacy that ever discredited human reason," is intellectually obvious. But to carry out the departure in actual research and teaching is not so easy, so powerful are the residues derived from this philosophy.

The need for comprehensiveness may be seen from examining the shortcomings of purely economic analysis on the assumption that men will recombine factors of production, including their own and other's labor, to realize the highest profit. This view stresses the income-seeking, risk-taking aspects of human nature. It appears to have been a very useful, if partial, rationale, for a recent historical period in the western world. More, as a partial rationale, this theory has a continuing validity which ought not be ignored. But the theory itself does not go on to explain the emergence of economic success as a criterion of social

merit in such societies and the consequent impact upon the culture and the individual. So we see these stiffening customs, agreements, monopolies, organized hierarchies, marketing quotas, and acreage allotments as invasions of an economic order. They tend to appear as perversions, if one views them from the standpoint of economic theory alone.

But from the standpoint of anthropology, sociology, or psychology, these developments appear in a different light. Erich Fromm, for example, has discussed the psychological characteristics of modern western society in a manner which helps explain the psychological which lie behind the "Escape from Freedom." Margaret Mead's And Keep Your Powder Dry affords insight into the powerful human impact of the drive for success. The works of these and Karen Horney, Harold Lasswell, and others contain much significant analysis for enriching the study of man in society.

Thus to comprehend public policy we have to supplement economics with other social science to probe the psychological motives, their cultural derivations, and the sociological conditions which influence or affect public policy. In turn, public policy needs examination for its human consequences.

Now let us turn to the science of politics. Public policy is governmental action. Government is a human institution, and its study comprehends special aspects of man in society. As the sphere of Government broadens, so must the study of Government enlarge, hopefully by the common enlistment of many social sciences.

Government is organized political power. Power is control, however exercised. Political refers to a polity - a society which is organized to produce an institution or institutions to decide and enforce disputes among men and to carry out (and here the definition becomes decidedly auricular) all other functions that it acquires or receives. These functions are ordinarily designed to secure order, defense, and "justice." They may include the protection of liberty and provision of welfare.

But the kind of public policy which concerns us is that of a constitutional democratic Government. Like all Governments, constitutional democracy must govern; it must establish and maintain organized political power. But as constitutional Government, in the general sense of this term in western civilization, this power must be limited. And it is an axiom of politics that only power can limit power.

In our Government, it is above all the opposition which limits the power of Government.

Being a democracy, this Government asserts as a principle a wide sharing in the creation of power and opposition. It asserts this on the assumption of man as an end and not merely a means, on the assumption of human dignity and with the aim of creating what Lasswell has called a "commonwealth of mutual deference." Democracy

also asserts the accessibility of all men to the values which are deemed significant in its society.

Reviewing these remarks, he derives a rather profound meaning. It is the basic assumptions made and the process erected to secure these assumptions which have the color of sanctity. This includes the idea of perfecting both our basic concepts and their servicing institutions - but it means that these adjustments are made toward some ideal. Democracy has some absolutes, as W. I. Jennings implies in his two tests of whether free Government exists: Is there an opposition; show it to me.

But otherwise, democracy is highly relative. Particular policies are relative and should be judged against the immediate ends they serve, with, of course, attention to their effect upon the fundamentals of democracy; but on this last, the analyst must be very critical of assertions that particular policies are vital to democracy. By particular policies I mean the protective tariff, bimetalism, the Monroe doctrine, mortgage moratoria, Government competition in the "yardstick" principle, the 40-hour week provision, agricultural parity, etc.

It is perfectly proper to debate the effect of all such policies upon the democratic fundamentals; but the policies themselves should be kept in a realm of expediencies. This is exceedingly difficult to do. Policies tend to become so thoroughly accepted as to be beyond question; the "revival of natural law concepts" in the hands of the Supreme Court in and after 1890 illustrate the point in a negative way. Parity prices for agriculture afford a positive illustration.

This argument, carefully observed, suggests the following. The voice of the people is not the voice of God. It is extraordinarily difficult to tell what "the people" demand - as Lindsay Rogers demonstrates in The Pollsters. The people share directly in Government through elections. But elections are only part of a process by which policy gets formulated and administered. The people also share through their representatives in Congress; but since it is not and cannot be precisely clear what "the people" want, the conception of the Congressional role should be somewhat diminished - although it would remain extremely important. If the people are not synonymous with God, Congressmen are less than the vicars of God. Instead of presenting Congress as the scene where, by some magical process, the undeniably "right" demands of the people get translated into "just" laws, it would be better to view Congress as an area of debate and compromise, as, indeed, a vital part of our general public processes. It is of the greatest importance in examining public policy to analyze the present and the possible roles of electorate, parties, pressure groups, legislators, administrative agencies, the executive, and the courts. All share in the process, but again the role of any one is not absolute, as the judicial revolution in and after 1937 bears witness.

The foregoing enables us to turn to agricultural policy as it is achieved in our political processes and as it affects these processes. More broadly, we become interested in the farmer and the American constitutional system.

I shall attempt to discuss these matters suggestively rather than exhaustively. Our constitutional system is characterized by a written constitution, federalism, a strong president, the separation of powers, the bill of rights, and judicial review; it is made effective in an important way by the political parties.

One could discuss the effect of agriculture respecting all these points, noting trends. For example, take federalism. Agricultural policy has strengthened federalism, e.g., in creating the Land-Grant Colleges as well as in the emergence of the major agricultural pressure groups. Proposals of the AFBF and of the Hoover Commission Task Force. Effect of federalism on administration of national agricultural policy - the 3-A's. Effect of the Federal system and institutional arrangements thereunder on the metropolitan versus rural-small town complex and possible consequences of this.

Or take the separation of powers, Congress versus the President, Agriculture and the Congress. The Secretary of Agriculture, as "The President's man." Note also the divided loyalty of farmers regarding parties; also, seniority. Note the base of the separation of powers in the Federal system, in which organized agriculture has a stake. The up-shot is that agricultural politics tends to weaken party responsibility and to buttress the separation of powers generally against change. At the same time, agricultural politics encourages the development of "whirlpools of policy," in which not one but many bridges are constructed across the executive-legislative gap. But at what cost to the conception of responsible Government? If a Congressman and an administrator make an agreement about how a particular program shall be administered, to whom is either answerable?

Or let us take another tack and observe the farmer as a citizen in relationship to agricultural policy. Here we are concerned with representation. In Congress and legislatures we have, on the whole, general representation, through men whose institutional position often forces them to try to resolve their own policies in terms of conflicting interests in their own constituencies. Yet we observe in our policy of agricultural planning eventuating in acreage allotments on individual farms, price supports, purchase, storage, marketing functions, etc., an administrative organization coming into being which tends to represent the farmer in Government. This raises, among other things, the entire issue of functional versus geographic representation which I shall not take time to discuss, being concerned here merely to state it.

Finally, agricultural policy needs to be analyzed in terms of the manner it distributes values - income, security, recognition, prestige, etc., within agriculture.

This is a very pointed question. Generally, our public policy for agriculture has lent support and assistance to the commercial farmers. Extension can well approach this question in a chastened mood, since probably no other change than this one has been more often pressed against it. But the urgency of the question is pointed up by the way the benefits of our agricultural planning are distributed within agriculture and by the developing principle of acreage control and allotments on an historical base. I do not want to be sensational; but the question must be asked: Are we contriving an economic caste system in agriculture through public policy? Let us clearly State that this point is by no means a party issue. Agricultural policy has largely been bipartisan, and the present legislation was largely the work of the 80th Congress. Finally on this point, as we observe our political policies, the rising importance of general elections with an expanded electorate is unmistakable. This is likely to mean a demand for broader and more equal distribution of social values. If so, the developing of public policies which distribute benefits regressively down the income pyramid may create social tensions that will explode in the political sphere.

Clearly we are on difficult ground. The difficulty can be pointed up by asking if extension personnel can undertake and foster inquiry into the political power complexes of their own States and the manner in which the socially desirable values are distributed in their own States. If this inquiry leads into an examination of the organization and operation, say, of the Farm Bureau, can this be done?

The stakes are very large. The vital question is: Can democracy develop publicly supported institutions to inquire into the processes of democracy itself?

EDUCATIONAL WORK ON PUBLIC POLICIES RELATED TO MARKETING

by E. A. Meyer

Administrator of Research and Marketing Act

Under the Research and Marketing Act, Federal and State agencies are directed and authorized to expand agricultural marketing research and service work. The scope of extension economists and extension work in general will need to be broadened to include some areas of work involving public interest, the policy on which has not been crystallized.

Foreign markets

A directive of the RMA is that we develop new or expanded markets, domestic or foreign, and expanded uses for farm products as a means of moving greater quantities of them through private marketing channels. At its meeting here about 2 weeks ago, the RMA Foreign Trade Advisory Committee raised some questions regarding long-range foreign trade policies which might well be considered here. They are:

1. What level of consumption of food and fiber is likely to prevail in countries such as those of western Europe, and how well this affects plans for export and international programs over a period of years?
2. What international trade in agricultural products may be anticipated over a period of years after ECA, from the standpoint of volume of trade, kinds of products, nature of imports and exports, and related questions?
3. What are the prospects for a restoration of multilateral trade? What effect will this have on agricultural imports to and exports from the United States, and what adjustments will be necessary if such restoration is not fully achieved?
4. What will be the effects on agricultural imports and exports of varying degrees of restoration of currency convertibility?
5. What conditions are necessary to encourage investment of private American capital abroad, and to what extent will our agricultural export market be maintained as a result of such investment?
6. What international problems may arise from domestic agricultural programs that are or may be adopted, such as stockpiling, price supports, and acreage control?

Costs and margins

The RMA directs that the costs of marketing farm products be determined as a step toward bringing about more efficient and orderly marketing and reducing the price spread between the producer and the consumer.

Assuming that cost and margin studies will help to (1) disclose inefficiencies or inequities in our marketing and pricing system, and (2) indicate what can or should be done to remedy adverse situations, to what extent should initiative be taken to encourage industry to adopt remedial practices toward fulfilling the intent of the Act? For example:

A. Assuming that costs and margin studies will disclose high margins, inefficiencies, or inequities - what can we do about it?

1. If wide margins are the result of monopolistic practices shall we have legislation to take care of this - or, shall we recommend cooperatives to bring competition into the picture?

These are public policy issues.

B. A large percentage of the cost of goods and services is labor.

1. Are present labor rates too high?
2. Would we be better off to have lower labor rates and lower costs?

This is a public policy question.

Little good might result from cost and margin work if it is limited to nothing more than a fact-finding function. A neutral or indifferent attitude about applying results could obviously result in a waste of public funds; too much initiative or improperly directed initiative might invite the accusation of unwarranted tampering with private business.

Soil-building vs. soil-depleting crops and
livestock numbers vs. human populations

One of the goals of research, educational, and service work, as stated recently by the Agricultural Research Policy Committee, is the maintenance of desirable ratios of soil-building to soil-depleting crops and of livestock numbers to human populations.

Food consumption trends are toward a higher protein and more nutritious diet - milk, meat, eggs, fruits and vegetables. To what extent should a shift to these high-protein crops be encouraged, realizing that such shifts or adjustments must either be among crops now grown or from increased production per acre - and not from new acreage that might be brought into production. Realizing, too, that a shift from intertilled crops toward more hay and pasture, which in turn means more livestock, would help to maintain and improve soil resources. To what extent must regional or sub-regional interests be considered so far as national policy is concerned? More specifically:

All of us agree that a high protein and more nutritional diet is desirable. How can it be assured?

1. Shall we subsidize the costs of meat, eggs, fruits, and vegetables so that more people can afford to buy them?
2. Shall we use taxpayers' money for a school lunch program to give children a higher and more nutritional diet?

These are public policy questions.

Transportation (or artificial barriers to
free movement of farm products)

The RMA directs that studies and informational programs be carried on toward eliminating artificial barriers to the free movement of agricultural products. The improvement of transportation services and the obtaining of equitable and reasonable transportation rates for farm products and farm supplies are an important phase of this objective.

The transportation of farm products from the producer to the consumer is almost entirely a function of private industry. Labor union practices, interstate commerce, excessive freight rates, inefficient services, and various similar problems are involved here.

Surveys are in progress the findings of which are intended (1) to serve as a basis for determining whether or not general freight rate increases are justified, (2) to show where inefficient methods or use of facilities exist and what corrective measures might be taken, and (3) to show what the economic effects of transportation are on agriculture.

How can the findings of such surveys most effectively be used within States or regionally? For example:

We all agree that artificial barriers to the free movement of farm products is uneconomical. Narrowing this down, we come to the problem of trucks **VERSUS** railroads.

1. Is it fair for the trucks to use the highways built by Federal funds while the railroads must build and maintain their own road beds?
2. Are we equitable in taxing trucks license fees, gasoline tax, etc. - as compared with the taxes that we collect from the railroads in various States on their property holdings?

This again is a question of public policy and calls for a skillful educational program.

SUGGESTIONS OF THE CONFERENCE ON FURTHER DEVELOPMENT OF THE WORK

One of the main objectives of the conference was to bring together some suggestions that might be helpful to the Federal and State Extension Services in appraising this field of work. This was done by considering the work as to (1) scope and objectives, (2) educational methods, and (3) source materials. The following suggestions, therefore, represent the best thinking of a group who have had recent practical experience in conducting this work with farm people, and an opportunity to think over their experiences together.

I. - Scope and Objectives

We propose that this phase of extension activity be recognized as **EDUCATIONAL WORK ON PUBLIC POLICY PROBLEMS AND THEIR RELATIONSHIP TO AGRICULTURE**. This title implies that interest is not confined to agricultural policy or problems. Yet the effect of these matters upon agriculture and rural welfare should be of primary consideration.

"Problems" involve situations which appear to a significant number of people to require change. They are "public" problems when the kind of changes that appear to be required is beyond the achievement of the individual or family and necessitates group action. The course of action upon which agreement is obtained is a "policy."

The word "public" means that governmental action may be involved. Such action may be initiated by governmental units, whether they be local, State, or national - or by joint action of such units. But there is no implication that only governmental means are appropriate or most efficient to solve all public problems.

The objectives are to develop in individuals:

1. An active interest in public policy problems.
2. An understanding of the issues and the principles involved.
3. The ability to make judgments on public policy issues on the basis of a critical examination of the evidence and logical thinking, and
4. A desire and ability to participate effectively in the solution of these problems.

Guiding principles

1. Work in this field presents special problems. Controversial issues will often be involved. Our task is not to suggest the solution of such issues but to

present all of the circumstances to be taken into consideration in reaching decisions thereon.

2. It should be recognized that the discussion of public policy issues involves not only scientific facts and principles but ethical choices as well.
3. Work in this field should be recognized as a responsibility of the institution as a whole. Effective accomplishment will involve the assignment of definite personnel by the Extension Service.
4. Plans for carrying out this work should be organized in a way to reach all groups affected by public policy programs.
5. Presentation of the problems involved should strive for objectivity and avoid indoctrination.
6. Problems should be defined to delineate the issues involved.
7. The present and future consequences of programs and problems should be analyzed to set forth the issues in clear meaningful terms.
8. Special emphasis in this field of work should be given to the selection of significant problems and policies and to the timing of the educational work pertaining to those problems and policies.

Qualifications for State extension personnel

Personnel for the development of this field of work at the State level should have (1) a broad background of training in the social sciences, (2) maturity of judgment and experience in meeting farm people, (3) the ability to lead and develop discussion and stimulate self-expression, and (4) respect for the judgment of others.

Special attention should be given in college curricula to the needs of those who may wish to prepare themselves for educational work in the field of public policy. In-service training should be available for the personnel now assigned to this work.

II. - Educational Methods

Many comments were made throughout the conference as to educational approaches, methods, and techniques for dealing with problems in the field of public policy. The following statement summarizes the points discussed, and raises some of the questions on methods that need further consideration.

With whom should we work?

We should work with or aim to reach all people finally. However, for most effective use of time, leaders should be reached first and trained to reach others. Such leaders need not be only leaders of organized groups, but also others accepted and respected among their fellows. Preferably, they should be chosen by the group to which they belong with the understanding or at least implication that they bring back to the group a report of training meetings and eventually assume some leadership in the project.

Leaders would include extension staff members, specialists, supervisors, county agents, and home agents, as, without doubt, extension workers need training in broad economic topics. Such training should begin in under-graduate training or college curricula and certainly in advanced training either on leave or in-service.

Effectiveness of different educational methods

Since education on economic topics in public policy is rather involved with more or less abstract principles, emphasis must be placed on achieving clear understanding in order that analysis and application may be sound and dependable. Those methods must be selected that result in maximum understanding.

The lecture method is useful if used by one who himself thoroughly grasps the problems and has the ability to transmit such grasp to others. Too much dependence can easily be placed on this method, as lecturers can "get by" especially if questions are not asked. It should not be a matter of how much a lecturer can "unload" but rather how much the listeners can take away and use. The lecture method will continue to be used but emphasis must be placed on making it more effective in arousing interest and raising questions.

Discussion methods in their various forms are the most effective especially with small groups of 25 or less. Since this method consists of exchanging of ideas among individuals, the raising of questions relating to obscure points, it leads to a clearer understanding and stimulation of the thinking process. In addition, it encourages taking part in meetings, in expression, and finally general democratic participation. Discussion is not limited to organized meetings but may be used in direct contact with individuals. Discussion, therefore, rates high as an educational method on topics of public policy.

Training and servicing county
workers and local leaders

An adequately trained and qualified leader is essential. This implies fitness both in subject-matter and educational techniques. Since county leaders and especially local leaders can scarcely

be expected to be lecturers, the training should be centered on discussion leadership. Discussion techniques are relatively simple even though discussion leadership may be an important knack. Training in local discussions will help everyone.

Discussion technique is best demonstrated and explained in its various steps and procedures. No better material is available than leaflets published by the Extension Service - suggestions for discussion leaders, members, and panel discussion. These can be explained and discussed step by step as the demonstration progresses. Emphasis needs to be placed on the question "Why?" to stimulate thinking and understanding.

Training meetings in discussion may be arranged for staff members, county workers, and local leaders, either on a district or county basis. On the district basis county workers and selected workers from several counties may meet for training. On the county basis two leaders - a man and a woman - should be chosen by each group participating to attend and in turn carry on a similar meeting in the local community with assurance of a place in the program.

The first topics may well be "why should we discuss" and be used as a demonstration of the discussion method.

Success of county and local leaders necessitates supplying them with material in the form of questions on the topics suggested, true and false, or agree and disagree statements, together with answers to basic questions emphasizing principles involved.

Brief reading material giving available facts in a usable form must be included. However, understanding of principles involved provides a useful tool in solving future problems on their own with immeasurable satisfaction to themselves.

Relationships between subject matter on
policy problems and subject matter for
other extension work

The subject-matter department in agricultural economics carries a heavy load of responsibility for the basic principles involved. Material prepared for leaders should be prepared by them or at least carefully checked.

Material on public policy is inevitably tied to other extension material in production and family living fields in making the attack on the over-all objective of "better living on the farm." Public policy is simply an approach to the broad problem of general, social, and economic relations in society.

The basic consideration lies in the fact that leaders at whatever level must have a realistic grasp and understanding of the problem they attempt to help others to solve. The beginning may well be made at the top and work down to help the last farmer down the road with such an understanding in a way that will give him the joy of

discovery, a sense of having grasped the idea as a result of at least some of his own effort!

III. - Source Materials

Problems of public policy are unavoidably complex. This should be viewed as a challenge and not as a reason for staying out of this field. These problems are with us. Someone will deal with them. Decisions have to be made. The educational responsibility of extension is that of doing the best possible job of developing understanding, reasoning, and thinking in the field of public policy.

Extension workers to meet this challenge need to prepare themselves in the best possible manner by formal training, by reading and studying, by discussion, by refresher courses, and above all else, by careful thinking and analysis. In order to more adequately implement the educational process involved in public policy, economists, political scientists, sociologists, and others interested in this broad field must work closely together.

Although it is recognized that considerable already is being done, it is urged that greater efforts be made by workers in Washington, D. C., to send State workers special reports, or at least advise them of their availability. This is particularly true of those reports not listed on various monthly check lists.

Timeliness is important. Subject-matter materials pertaining to public policy should be sent to the extension specialist simultaneously with those sent to the directors of extension. The committee recognizes that it is impossible to use all information published by the various organizations and agencies. However, it suggests that State workers should be aware of the fact that many sources exist and it is their responsibility to select materials that will be the most useful for their particular purpose.

We suggest that leaders may wish to obtain check lists or selected releases from various sources. Some of these are: The Land-Grant Colleges and other educational institutions; U. S. Department of Agriculture agencies, such as, Bureau of Agricultural Economics (especially their situation reports), Bureau of Human Nutrition and Home Economics, Office of Foreign Agricultural Relations, Farm Credit Administration, Farmers Home Administration, Soil Conservation Service, Production and Marketing Administration, Office of Information; Department of Commerce; Department of State; Federal Reserve Board; National Planning Association; United Nations Educational, Scientific and Cultural Organization; Food and Agriculture Organization; Foreign Policy Association, New York City; and Food Research Institute, Stanford University. Anyone wishing a complete list to assure better coverage of available printed information should write to the Superintendent of Documents, Government Printing Office, Washington, D. C.

In order to understand and appraise agricultural policy and public programs, it is essential that more information be made available on the effects of past operations of similar programs. During the past 15 years we have accumulated a wealth of experience in the operation of agricultural programs. It is urged that more attention be given to research analysis of the results of this experience.

Research in longer-run trends and consequences is essential to effective educational activities relating to public policy. Illustrative studies include problems of instability, low income and depression; effects of price and production programs; international relations and trade; farm incomes and levels of living; social security; rural health; fiscal and monetary problems; economic freedom and security; Government functions and organization; the processes of policy formation and execution. This should be done through research agencies such as the colleges and universities, Bureau of Agricultural Economics, Brookings Institution, Farm Foundation, Food Research Institute, and 20th Century Fund.

At all times basic principles related to public policy should be featured so that a sound foundation for evaluating policy may be constructed. It should be kept in mind that means of implementing education on public policy varies among States. It is also appreciated that much of the material available on agricultural policy and public problems is not readily applicable for direct use in the various States without special attention to analysis designed to make them more adaptable to local conditions. State extension and research workers are urged to perform this function for those on the county level.

Such films as "Round Trip - The U.S.A. in World Trade" released by 20th Century Fund and "Production, Key to Plenty" released through Encyclopedia Britannica are excellent visual aids, but should not be relied upon to do the entire job.

Since leaders at the county level continually request that suggestions be made concerning specific source material, the committee mentions the following, although recognizing that they are by no means all inclusive.

Some Selected Source Material on Public
Policy Related to Agriculture

Reports and pamphlets

Long-Range Agricultural Policy - A study of selected trends and factors relating to the long-range prospect for American agriculture - for the Committee on Agriculture, House of Representatives, March 10, 1948 - Government Printing Office, No. 790246.

Post-War Economic Policy and Planning - 10th Report House Special Committee Report, No. 2728, 79th Congress, 2nd Session, 1946, No. 91007.

~~Long-Range~~ Agricultural Policy and Programs - Report of the Committee on Agriculture and Forestry, United States Senate, 80th Congress, 2nd Session, Report No. 885.

Journal of Farm Economics, Nov. 1945. Winning papers on National Policy Essay Contest.

Economic Opinion and Public Policy. Report of Ad Hoc Committee on Agricultural Price Supports by Elmer J. Working, University of Illinois, p. 817. American Economic Review, Vol. 36, No. 2, May 1946. (Papers and Proceedings.)

On the Redefinition of Parity Price and Parity Income. A Committee report. p. 1358, Journal of Farm Economics, Vol. 29, No. 4, Part II, Nov. 1947. (Proceedings number.)

Post-War Agricultural Policy. Land-Grant College Report. Oct. 1944.

Long-Range Agricultural Policy, A Study of Agricultural Adjustment Programs 1933-41, for the Committee on Agriculture, House of Representatives, 80th Congress, 1st Session. Aug. 1947. Government Printing Office.

National Economic Problems, Farm Income and Prices by L. J. Norton. Price 50 cents. Released by American Enterprise Association, 4 East 41st Street, New York 17, New York, or 710 Eighth Street, N.W., Washington, D. C.

Agriculture in an Expanding Economy. Research Committee of the Committee for Economic Development, 285 Madison Avenue, New York 17, New York.

National Planning Association pamphlets, 800 U Street, N.W., Washington, D. C. Price 50 cents:

No. 66 - Must We Have Food Surpluses?

No. 56 - Dare Farmers Risk Abundance?

No. 65 - Can Farmers Afford to Live Better?

No. 62 - Good Health is Good Business. (25 cents)

International Commodity Agreements: Hope, Illusion, or Menace? by Joseph S. Davis. 81 pp. Committee on International Economic Policy, Advisory Committee on Economics. Paper No. 12. New York, 1947.

Periodicals

Farm Policy Forum - Iowa State College Press, Quarterly.

Rural Family Living, Bureau of Human Nutrition and Home Economics, Quarterly.

Agricultural Situation, Bureau of Agricultural Economics, Monthly.

Journal of Farm Economics, American Farm Economics Association.

Books

Farmers In A Changing World, 1940 Yearbook of Agriculture.

Readings on Agricultural Policy, Edited by O. B. Jesness, The Blakiston Company, 1012 Walnut Street, Philadelphia, Pa.

Future Food and Agriculture Policy, John D. Black and Maxine Kiefer, McGraw-Hill, New York, 1948, 348 pp.

On Agricultural Policy, Joseph S. Davis, Stanford University, California, Food Research Institute, 1939. 494 pp.

Farming and Democracy, Griswold A. Whitney, Harcourt, Brace & Co., New York, 1948, 227 pp.

A History of the Public Land Policies, Benjamin H. Hubbard, The McMillan Company, 1924, New York, 591 pp.

Agriculture in an Unstable Economy, Theodore W. Schultz, McGraw-Hill, New York, 1945, 299 pp.

Agricultural Price Policy, Geoffrey S. Shepherd, 2nd edition. Revised from his Agricultural Price Control, Ames, Iowa State College Press, 1947, 440 pp.

Rural Life in the United States, Carl C. Taylor, et al. Knopf, New York, 1949, 549 pp.

Our Farm Program and Foreign Trade, A Conflict of National Policies, C. Addison Hickman - Council of Foreign Relations, 1949, New York.

BIBLIOGRAPHY OF SELECTED STATE MATERIALS

The following list of recent State materials includes items of special interest to those conducting educational work on public policy problems. It is confined largely to materials exhibited at the conference. A source for obtaining sample copies is given for each State. Supplies, however, are undoubtedly limited for most of these publications. Copies may be available in the various State agricultural college libraries.

California

"Suggested Agricultural Policies for California," June 1947, printed, 192 pp.

"Agricultural Income and National Prosperity," June 1946, mimeographed, 8 pp.

"General Economic Factors Affecting Agriculture," Jan. 1947, mimeographed, 12 pp.

"Stabilization of Farm Prices," June 1948, mimeographed, 6 pp.

"Summary of the Agricultural Act of 1948," Aug. 1948, mimeographed, 4 pp.

Source: Publications Office, Agricultural Extension Service, University of California, Berkeley, Calif.

Colorado

"Agricultural Policy," Extension Circular 161-A, Febr. 1949, printed, 34 pp.

"What About Post-War Agriculture in Colorado?" printed, 19 pp.

Source: Publications Office, Agricultural Extension Service, Colorado A & M College, Fort Collins, Colo.

Connecticut

"Do Connecticut Farmers Need World Markets?" Bul. No. 407, 18 pp.; discussion of tariffs, international trade, and Connecticut agriculture.

"New Farm Program - What It Is And How It Differs From Other Plans," 9 pp., mimeographed analysis of Secretary Brannan's proposals.

Source: Publications Office, Agriculture Extension Service, University of Connecticut, Storrs, Conn.

Illinois

"Weekly Review and Farm Outlook Letter."

"Community Survival," Cir. 633 - 1948.

"Some Economic Facts for Farmers," Cir. 640, 1949.

Source: Publications Office, Agricultural Extension Service,
University of Illinois, Urbana, Ill.

Indiana

"Economic and Marketing Information," March 23, 1949, printed, 8 pp.

"Agricultural Economic Data Relating to the Current and Post-War Situation," Jan. 1947, mimeographed, 24 pp.

"Probable Developments in Government Programs for Agriculture,"
May 20, 1946, mimeographed, 18 pp.

"Farm Price Supports and Your Business," mimeographed, 7 pp.

"Agricultural Policy," May 1948, mimeographed, No. 126, 8 pp.

"Can America Follow a Long-Range Farm Program?" dittoed, 8 pp.

"The Integration of Agricultural, Industrial, and Labor Policies,"
dittoed, 6 pp.

"State and Local Government," dittoed, 7 pp.

"Modernizing our Schools," Jan. 7, 1949, dittoed, 10 pp.

"A Sound National Long-Time Program for Agriculture," dittoed, 3 pp.

"State and Local Government in Indiana," mimeographed, Sept. 1948, 5 pp.

Source: Publications Office, Agricultural Extension Service,
Purdue University, Lafayette, Ind.

Iowa

"Background Information on National Economic Problems," General
Economics 3, mimeographed, 7 pp.

"Background National Economic Problems," Fact Sheet, General Eco-
nomics 16, March 1948, dittoed, 3 pp.

"The Fundamental Problems of Farm Income," General Economics 10,
April 1947, mimeographed, 11 pp.

"Appraisal of Farm Policy Recommendations," General Economics 11, April 1948, mimeographed, 8 pp.

"Can We Have Long Run Prosperity," General Economics 27, mimeographed, 4 pp.

"Comparison of the Aiken Bill and the Brannan Proposal," General Economics 28, mimeographed, 3 pp.

"Why We Need World Trade for Peace and Prosperity," Economic Information 4, mimeographed, 8 pp.

"Recovery for Europe," General Economics 15, mimeographed, 11 pp.

"Leaders Outline and Background Information on International Organizations," General Economics 8, mimeographed, 6 pp.

"Progress Report - United Nations," General Economics 13, Jan. 1948, mimeographed, 2 pp.

"World Standards of Living and How They Can Be Raised," General Economics 12, mimeographed, 6 pp.

"Discussion Questions on World Standards of Living," General Economics 12 Supplement, dittoed.

"Farm Policy Forum," Iowa State College Press - quarterly; subscription rate 1 year \$2.

Source: Publications Office, Agricultural Extension Service,
Iowa State College of Agriculture, Ames, Iowa.

Kansas

"Public Policy Discussion Program," mimeographed.

"The Institute of Citizenship and the Cooperative Extension Service," - An Outline of Joint Programs, mimeographed, 2 pp.

"The Work of the Institute of Citizenship in the Field of Public Affairs," mimeographed, 3 pp.

"Public Policy Discussion Leaflets -

No. 1 - Prices in Our Daily Lives, multilithed, 6 pp.

No. 2 - Modernizing Parity by Including Farm Labor Costs, multilithed, 4 pp.

No. 3 - Parity Income for Agriculture, multilithed, 8 pp.

No. 4 - Two-Price Plans, multilithed, 8 pp.

No. 5 - Let's Talk About Foreign Trade, mimeographed, 8 pp.

No. 5A - Foreign Assistance Act of 1948, mimeographed, 2 pp.

No. 6 - Is Your Health the Nation's Business, mimeographed, 7 pp.

No. 7 - Let's Talk About Social Security for Farmers, mimeographed, 5 pp.

No. 8 - Price Supports, mimeographed, 3 pp.

"The Kansas Story on UNESCO," Department of State, Publication 3378, Superintendent of Documents, Government Printing Office, 20 cents, printed, 39 pp.

"So Goes the Nation, How Goes Kansas," Institute of Citizenship, printed, 14 pp.

"A Basis for Community Programs," Some Principles for Program Builders, mimeographed, 2 pp.

"We Can Use Films in Our Groups, How You Select Films for Discussion Groups," Institute of Citizenship - (attached to list of films, 9 pp.).

"Guide for Group Leaders, " mimeographed, 11 pp.

"You and the News," bibliographies.

"Summary of Three Discussions on the Role of UNESCO in the Work Toward International Understanding," mimeographed.

Source: Publications Office, Agricultural Extension Service,
Kansas State College, Manhattan, Kansas.

Massachusetts

"Farming for the Future," printed pamphlet, Nov. 1947.

"How About New England Agriculture?" mimeographed circulars - questions for discussions; and comments on questions for discussion as an aid to discussion leaders - Dec. 1947.

Note: The above were prepared for use with a motion picture entitled "Farming for the Future."

"Why Have We Had Wars," May 1945; an assembly of six related discussions, mimeographed, 5 pp.

Source: Publications Office, Agricultural Extension Service,
University of Massachusetts, Amherst, Mass.

Michigan

"Open Meetings on Agricultural Policy," a series of 4-page printed leaflets on policy and general economic issues.

No. 1 - Nov. 1948 - Is the Farm Program to Blame for High Food Prices?

No. 2 - Dec. 1948 - Are Hard Times Ahead for Farmers?

No. 3 - Febr. 1949 - Does World Trade Help Michigan Farmers?

No. 4 - Mar. 1949 - Do Farmers Get a Fair Share of the Food Dollar?

No. 5 - Apr. 1949 - After World War I did Farm Programs Help?

No. 6 - May 1949 - Can We Gain by Reducing Production?

"Michigan Farm Economics," released periodically, printed, 4-page leaflet on current economic and outlook topics.

Source: Publications Office, Agricultural Extension Service, Michigan State College, East Lansing, Mich.

Minnesota

GD-10 What Kind of Agricultural Policy in the Post-War Period? Mimeographed, 1 p.

GD-14 What Can Farmers Expect in Long-Time Price Levels? Mimeographed, 7 pp.

GD-18 How Much Power Do Farmers Wish To Have Placed With The Federal Government In Order To Deal With Farm Problems? Mimeographed, 8 pp.

GD-23 & 24 Will Crop Adjustment be Necessary or Desirable in the Years to Come? Mimeographed, 8 pp. plus check sheet.

GD-28 Dare Farmers Risk Abundant Production? (Also GD-29) mimeographed, 4 pp., plus check sheet.

Dare Farmers Risk Abundant Production? Planning Pamphlet No. 56, mimeographed.

GD-28a Dare Farmers Risk Abundant Production? (Check sheet) mimeographed.

GD-37 & 38 Agricultural Policy, mimeographed.

- GD-47 & 48 Hard Times - Good Times, mimeographed, 10 pp.
- GD-49 & 50 War and The Farmer, mimeographed, 7 pp.
- GD-56 Techniques in Agriculture Compared to Other Industries,
mimeographed, 7 pp.
- GD-57 & 58 After The War, What? Mimeographed.
- GD-59 & 60 How Can A Farmer Adjust His Business to Inflation?
Mimeographed.
- M-12 Some Fundamentals in Agricultural Policy, mimeographed,
3 pp.
- GD-30)
30a)
31) How Can Our Domestic Market Be Expanded? Mimeographed,
4 pp.
- GD-32)
32a)
33) What Are Some Principles of a Good Tax System? Mimeo-
graphed, 4 pp.
- "Community Discussion Meetings, What-Why-How," Extension Bulletin 216,
Dec. 1940, printed, 12 pp.
- "What Makes Farm Prices?" Extension Bulletin 223, June 1941, printed,
12 pp.
- "Inflation Breeds Farm Distress," Extension Pamphlet 103, June 1942,
printed.
- "How Can Our Domestic Market Be Expanded?" Form GD-31, mimeographed,
4 pp. (plus check sheets).

Source: Publications Office, Agricultural Extension Service,
University Farm, St Paul 1, Minn.

Missouri

- "The Commission on Organization of the Executive Branch of the Govern-
ment," mimeographed, 6 pp., with letter dated April 1, 1949.
- "International Wheat Agreement" and "Selected Wheat Data," April 9,
1948, mimeographed, 3 pp.
- "Discussion on Parity," mimeographed, 17 pp., with letter dated July 1,
1948.
- Statement on "Secretary Brannan's Farm Program," mimeographed, 8 pp.,
with letter dated April 19, 1949, and 4 exhibits.

Source: Publications Office, Agricultural Extension Service,
University of Missouri, Columbia, Mo.

Montana

"Looking Ahead with Montana Farmers and Ranchers," Cir. No. 177,
Febr. 1947, printed, 11 pp.

Source: Publications Office, Agricultural Extension Service,
Montana State College, Bozeman, Mont.

New Jersey

"What's Your Opinion?" - a series of discussion leaflets on current public policy issues.

No. 1 - Nov. 1947 - Production and Marketing Controls for the Poultry Business.

No. 2 - Nov. 1947 - Subsidizing Consumption of Agricultural Products.

No. 4 - Febr. 1948 - Government Control of Production and Prices.

No. 5 - Mar. 1948 - Long-Range Agricultural Policy Based on Lower Tariffs.

No. 6 - Sept. 1948 - Production Adjustment Through Agricultural Programs.

No. 8 - Sept. 1948 - Comparison of Agriculture in the United States and Soviet Russia.

Agricultural Hi-Lites - a periodical digest of current topics of interest to county agents and farmers.

No. 1 - Oct. 1948 - The New Farm Program.

No. 3 - May 1949 - Brannan's Farm Program Proposals.

Source: Publications Office, Agricultural Extension Service,
Rutgers University, New Brunswick, N. J.

Ohio

"The Community Institute for Farm, Home and Community," 1948-49,
Cir. No. 17-C.I., Aug. 1948, printed, 113 pp.

"Let's Discuss," "Fixed and Flexible Price Supports," No. 1,
April 1949, printed, 4 pp.

"Let's Discuss," "Price Supports and Income Supports," No. 2, June 1949, printed, 4 pp.

"How to Conduct a Meeting," July 1948, printed, 4 pp.

"Discussion Management," printed, 4 pp.

"What About U'nI In the United Nations," July 1948, printed 4 pp.

"You and Your Neighbor," No. 307, April 1949, printed, 23 pp.

"Let's Discuss It," Vol. 1, No. 13, June 1949, printed, 4 pp.
"Industrial Democracy."

"The Challenge of Agriculture," printed, 4 pp.

"The Community Institute for Farm and Home, and Community," Cir. No. 10-C.I., March 1945, printed, 4 pp. "Agriculture and the National Welfare."

"The Community Institute for Farm, Home, and Community," Cir. No. 11-C.I., April 1945, printed 4 pp. "Adjustments in Agricultural Production."

"The Community Institute for Farm, Home, and Community," Cir. No. 12-C.I., May 1945, printed, 4 pp. "Farm Prices."

"The Ohio Church and Community Committee," mimeographed, 6 pp.

"Post-War Agricultural Policy," RSE, March 3, 1945, mimeographed, 8 pp.

Source: Publications Office, Agricultural Extension Service,
Ohio State University, Columbus, Ohio.

Texas

"Constitution and By-Laws of the Texas Commercial Agriculturists Council," mimeographed, 4 pp.

"Agricultural Relations Advisors - A Basic Contribution to Agriculture, Industry and Commerce in Texas," mimeographed, 10 pp.

"Economic Facts and Opinions," Vol. III, No. 4, April 9, 1948, mimeographed, 2 pp.

"The Interdependence of Town and Country Prosperity," article in Sheep & Goat Raiser, Dec. 1948, printed, 3 pp.

"Impersonal Survey of the Brannan Proposal," mimeographed, 2 pp.

"Economic Facts and Opinions," Vol. III, No. 5, June 13, 1948, mimeographed, 2 pp.

Source: Publications Office, Agricultural Extension Service, Agricultural and Mechanical College of Texas, College Station, Texas.

Washington

"Some Economic Angles of the Proposed New Farm Program," a set of four articles, April and May 1949, mimeographed, 2 pp. each.

"Summary Joint Health Committee Meeting," State Department of Health and Washington State College Extension Service, April 19, 1949, mimeographed, 3 pp.

"Farm Tenancy in Washington," Jan. 1937, mimeographed, 28 pp.

Source: Publications Office, Agricultural Extension Service, State College of Washington, Pullman, Wash.

West Virginia

"Good Living Series" - discussion pamphlets for use with home demonstration clubs and other discussion groups. (Samples listed below.)

Series XIII - No. 2 - United Action for Better Health.

XV - No. 1 - The Homemaker as a World Citizen.

- No. 6 - Duties and Privileges of a Voter.

- No. 13 - Legislation Affecting the Rural Family.

XVI - No. 7 - The Human Side of World Affairs.

- No. 8 - How the Health Department Serves You.

Source: Publications Office, Agricultural Extension Service, West Virginia University, Morgantown, W. Va.

Wisconsin

"Economic Information for Wisconsin Farmers," printed, generally 4 pp., once each month on topics of current interest.

Source: Publications Office, Agricultural Extension Service, University of Wisconsin, Madison 6, Wisc.

